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ABSTRACT

Principals are in the front line of battle to create an environment for quality education. However, school heads in Africa work under the most difficult conditions, and are often not well prepared for the tasks they must undertake. This series of seven modules was designed to provide school heads with a source of practical ideas about how to become managers of better schools. The modules were designed to be used in any English-speaking education system in Africa; country-specific versions may be available for some systems. The modules were drafted by seven Ministries of Education in Africa (Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda, and Zimbabwe) assisted by a further four (Ethiopia, Sierra Leone, Tanzania, and Zambia). The material were critiqued at two regional workshops, and piloted among school heads and inspectors, teacher trainers, and district officials in seven African countries. The seven modules are: (1) self-development for educational managers; (2) principles of educational management; (3) personnel management; (4) managing the curriculum and resources; (5) financial management; (6) monitoring school effectiveness; and (7) the governance of schools. Each module includes a general introduction and an introduction that is specific to the individual unit, an estimate of individual study time, a statement of expected learning outcomes, suggested activities, comments, and a summary. (LMI)

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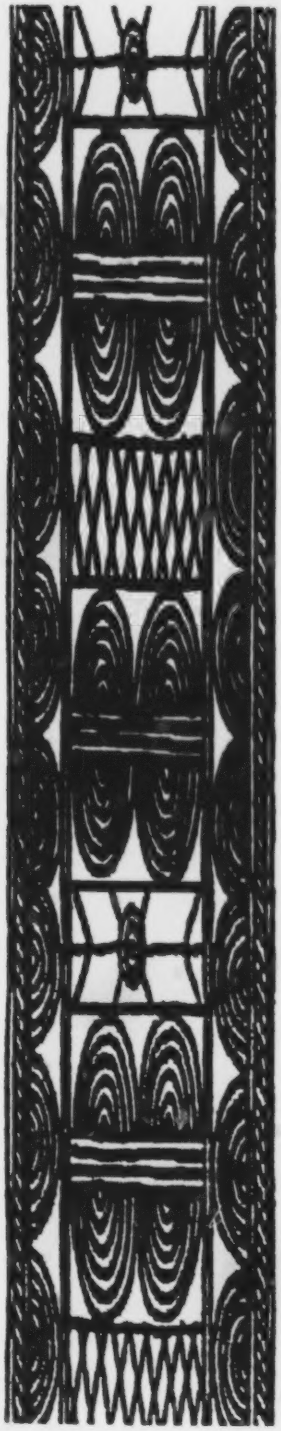
ED 404 722

BETTER SCHOOLS

Resource Materials for School Heads

Module One

Self-development for Educational Managers



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TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

Better Schools: Resource Materials for School Heads in Africa

Principals are in the front line of the battle to create an environment for quality education. But school heads in Africa work under the most difficult conditions, and are often not well-prepared for the tasks they must undertake.

At the very least, an effective principal will be able to:

- manage and deploy school resources efficiently
- allocate school accommodation appropriately
- ensure satisfactory standards of maintenance and cleanliness of school facilities
- guide curriculum implementation and change
- organise staff development in school
- create a professional ethos within the school by involving promoted staff in decision-making.

During 1992, seven Ministries of Education in Africa (in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe), assisted by a further four (in Ethiopia, Sierra Leone, Tanzania and Zambia) produced training modules intended to help school heads in Africa improve their managerial and professional leadership skills. The materials were drafted by writing teams in each country, and critiqued at two regional workshops (Kenya Education Staff Institute, April 1992 and National Teachers' Institute, Nigeria, June 1992). They were then trialled among school heads and inspectors, teacher trainers and district officials in seven countries. The set of seven modules listed below was finally launched at a Commonwealth Africa workshop hosted by Botswana's Ministry of Education in March 1993:

Module 1	Self-Development for Educational Managers
Module 2	Principles of Educational Management
Module 3	Personnel Management
Module 4	Managing the Curriculum and Resources
Module 5	Financial Management
Module 6	Monitoring School Effectiveness
Module 7	The Governance of Schools

These materials were designed to be used in any English-speaking education system in Africa; country-specific versions may be available for some systems. The materials can be used in a variety of contexts: for self-study, distance learning, by peer groups and in workshops, and as a basis for coursework in institutions and faculties of education. They attempt to introduce school heads to important aspects of managing a school, from the most basic to more complex tasks, in a very practical way.

The modules were prepared under the **Training and Support Programme for School Heads in Africa** supported by Ministries of Education in Africa, the Commonwealth Secretariat, Unesco, SIDA and GTZ. Editing, design and production of the training modules was co-ordinated by the Commonwealth Secretariat Education Programme. Related publications are listed on the back cover, and are available from the Commonwealth Education Programme.

Better Schools
Resource Materials for School Heads

MODULE 1

Self-Development for Educational Managers

Commonwealth Secretariat

These materials were prepared co-operatively under the **Training and Support Programme for School Heads in Africa.** Ownership is vested in the following:

Ministry of Education, Botswana
Ministry of Education, Ghana
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Ministry of Education and Culture, Zimbabwe

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Pall Mall
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Preface

Following the World Conference on Education for All in Jomtien, Thailand in 1990, education ministries, international agencies, and NGOs have agreed action plans to improve the capacity and performance of schools. The plans recognise that the school principal carries prime responsibility for creating an effective educational environment. Without the necessary skills, many heads are overwhelmed by the task.

In Africa, the situation is particularly acute. In rapidly expanding systems, experienced and skilled teachers are customarily appointed to run complex schools without adequate preparation and back-up support. Alex Dadey and Clive Harber improved our understanding of school management by describing the unique work patterns of heads in Africa in *Training and Professional Support for Headship in Africa*. Their work proved that management techniques appropriate elsewhere cannot be imported unmodified into African systems, with their very intricate demands. They also demonstrated that strategies for training and supporting school heads were generally inadequate throughout Africa.

The Commonwealth Secretariat/Unesco/SIDA/GTZ **Training and Support Programme for School Heads in Africa** was initiated by the Commonwealth Education Programme in 1991, following a plea from the Inspectorate in Uganda to find ways of assisting school heads to do their job better. In Africa, it was apparent that local or national workshops, the traditional way of providing training for a relatively small proportion of heads, were clearly inadequate: they were expensive, and could cover only a few heads. (There are perhaps 18,000 school principals in Kenya and Uganda, for example, and over 40,000 in Nigeria.) New strategies were needed. Investigation also highlighted the lack, across Africa, of good quality, comprehensive and user-friendly resource materials on school management. Such materials as were available tended to be outdated, in short supply, and in many cases written in language ill-suited to busy heads. Nevertheless, several countries (Zimbabwe, Uganda and Botswana, for example) had begun to prepare manuals for school principals.

The joint Programme undertook to work with English-speaking African ministries, to analyse the way they trained school heads, given available resources. At the same time, writing teams in seven countries, with the support of their Ministries of Education, began drafting resource materials covering the primary aspects of running a school in Africa. Problems of producing and distributing training materials were also addressed.

Three regional workshops were held, attended in the main by a regular core of Chief Inspectors, Directors of Schools and teacher educators, as well as heads and representatives of associations of school heads. The workshops provided opportunities to share experience, to critique the work of the writing

teams, and to hammer out clearer and more effective strategies for training, and for materials production and distribution. The meetings are described in three reports, available from the Commonwealth Secretariat, which outline the **Training and Support Programme for School Heads** more fully, and give details of related publications on teacher management.

The training modules were written, trialled, edited and designed, and made ready for presentation at the final Commonwealth Africa workshop in Botswana in March 1993. They constitute a remarkable testimony to the possibilities for effective co-operation among education professionals across the sub-continent.

In practical terms, the work has been co-ordinated by the Commonwealth Education Programme. But nothing could have been achieved without the very generous contribution of participating Ministries of Education. Permanent Secretaries have assigned senior ministry staff and school heads to work on the materials; they have committed funds from overstretched budgets to support the writing teams; they have made trialling and testing of the materials possible; and they have released their staff for the regional sessions. My thanks go first of all, therefore, to the Permanent Secretaries of education ministries in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe for their co-operation and unfailing support.

We are of course particularly grateful to the team leaders from those countries for adding an additional assignment to their already heavy schedules, and persisting against very tight deadlines: Mr Reuben Motswakae, Deputy Director, Teaching Service Management, Botswana; Mr John Atta-Quayson, Deputy Director-General, Ghana Education Service; Mr John Lodiaga, Director, Kenya Education Staff Institute; Mr Len le Roux, Deputy Director, Rossing Foundation, Namibia; Professor Etim N E Udoh, Deputy Director, Institute of Education, Ahmadu Bello University, Zaria, and Alhaji Garba S Kuta, Deputy Director (Teacher Education), Federal Ministry of Education, Nigeria; Nigeria; Mr James Nkata, District Education Officer, Mpigi, Ministry of Education, Uganda; and Mr R G Sisimayi, Deputy Chief Education Officer, (Standards Control Unit and Professional Administration), Ministry of Education and Culture, Zimbabwe.

The Programme has demonstrated the practical advantages of working co-operatively. Participating ministries were supported throughout by generous financial contributions from the Swedish International Development Authority, the German Agency for Technical Co-operation (GTZ), and Unesco. Joint funding has made possible the development of a regional strategy to address the needs of school heads, and laid the foundation for bilateral support for national initiatives. We are confident that such partnerships set the tone for future collaboration.

Finally, in the background, three consultants have provided expertise in bringing our work to completion: Richard White of Moray House Institute of Education; Bob Smith of Bristol University's School of Education; and Suzie Rodwell. We thank them all. Responsibility for this work within the Education Programme has rested with Carol Coombe and Jakes Swartland.

Peter Williams
Director
Education Programme
Human Resource Development Group
Commonwealth Secretariat

January 1993

General Introduction

What is our purpose?

It is widely recognised and agreed that one of the key factors influencing school effectiveness is the nature and quality of the leadership and management provided by each school head.

This series of modules has been written to provide school heads with a source of practical ideas about ways in which they may become better managers of better schools. The material does not present much theory; instead each reader is required to draw on their own individual experiences and to evaluate their own circumstances and practices, in order that they may apply the lessons learned in their schools. Like other professionals, school heads need to accept a large measure of responsibility for their own self-development and for the development of their schools.

The extent to which these materials have a practical impact on school quality will only become clear over time, but school heads should fairly quickly be able to identify some examples of how they have changed the way they manage their schools and how their schools are better as a result. Heads may wish to share ideas with their school colleagues, District Education Officers and Inspectors, and discuss with them what they are doing, and how these materials are helping to improve their practice.

Who are the materials designed for?

These materials are written primarily for practising school heads of both primary and secondary schools, whether government or private, with whatever type of curriculum. We hope that principals of other educational institutions, including teacher training colleges, will find these materials of use.

We are not aiming just at newly appointed school heads, undergoing induction. At whatever career stage they may be, school heads know that there is always more to learn. The expression 'You can't teach an old dog new tricks' only applies to those ready for retirement.

Some readers may still be teachers who hope, one day, to become school heads; these materials are also for them.

Management skills are also required by many others involved in education, from the Minister or Commissioner of Education, through to District Education Officers and their staff, inspectors, school governors, private school owners, and even, in some aspects, parents and members of the community. These materials are for readers who belong to any of these groups, and who are interested in improving school performance.

What are the methods of study?

Since these materials are written for a variety of people, let us move from describing readers specifically as 'school heads' to something more direct and personal: 'you'.

Self-directed study: One of the main ways in which we hope you will use these materials will be through self-directed study or open-learning. By self-directed study we mean that you, the readers, choose when and what you want to study. Because everyone has a different background, in the experience we have and in the character of our schools, our learning needs vary considerably. We hope within the seven modules, each of which consists of between five and eight units, you will find something new and relevant to your needs. You may study the modules in any order; indeed many units may be studied on their own.

The modules may be studied by individuals working on their own, or in informal or formal study groups.

Individual study: A large part of our learning takes place on our own, perhaps reading and thinking quietly in school, or even at home. We hope that these materials will be available for you to do this. Then you may select what you want to learn, in the order and at the pace of study you choose. In this way you are not put under any immediate external pressure, but may work out for yourself what may best apply to you and your school.

Informal study groups: Of course you do not have to study these modules only on your own. The materials could and should be used by you with other heads in your locality, coming together informally, in peer groups or study circles, perhaps at a local teachers' centre, to review your work and share ideas. Within your own school members of staff would benefit by looking at topics together. If you have a school development committee the materials should prove a useful source of ideas. The materials could also be used by your Association of School Heads, either at district or national level, during workshops or at your annual meetings. Your association might appoint from the members a training officer, to be responsible for initiating, facilitating and co-ordinating training programmes.

Formal groups: These materials can also be used in a more systematic way to cover all school heads at formal workshops organised by District Education Officers, or for more advanced specialist courses, by a national management training institute, a teachers' college or a university faculty of education.

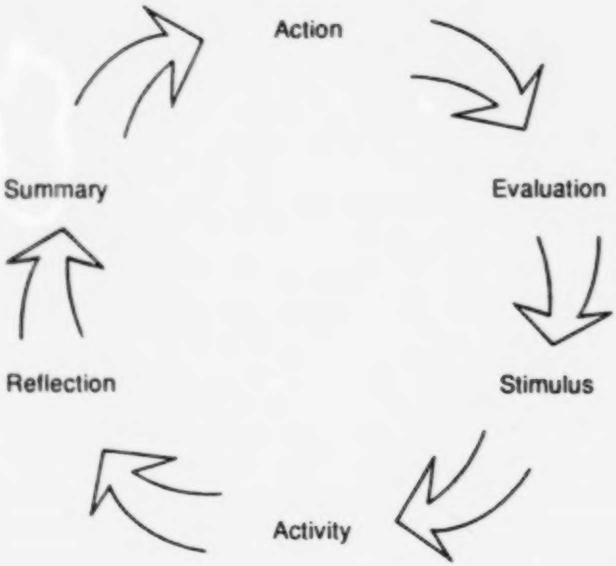
Distance learning: These materials can also be adapted for distance-learning courses and for use by the media, whether in print or broadcasting.

How is the content related to change in schools?

These resource materials are written in an interactive style which requires your participation. More than that, they require a commitment on your part to introduce into your school beneficial changes, which are relevant, cost-effective and accepted by your staff, pupils and community.

Each unit contains a variety of stimuli which are intended to get you thinking, to capture your interest and to open up the topic. These include activities like drawing up checklists, answering questions, gathering data, and discussions with your colleagues, whether teachers in your school or other heads. Whilst you are doing the activities you will be involved in reflection, in which you are encouraged to think through issues, to reconsider standard practices, and to seek alternative solutions to solving problems. Within the units there are regular commentaries which draw together loose ends and consolidate principles. The study of these resources will not be complete until there is some action by you in the way in which your school is organised and managed, following guidelines included in each unit. Evaluation, especially self-evaluation (which also relates to the concept of reflection above) is the last element in this cycle.

The cycle of learning within each unit is illustrated below:



How are the modules and units organised?

Each module has a standard general introduction (which you are now reading) and an introduction which is specific to the unit.

Each unit is written in a standard form, as follows:

Introduction: This provides an overview of the contents of each unit and provides a link between the units in the module.

Individual study time: An estimate is given of the amount of time you will require to study the unit on your own, including all of the activities. Of course, if you are working in a group it is likely that more discussion will be generated, and thus more time will be required.

Learning outcomes: These provide a series of statements about what you might expect to cover and learn if you complete a unit.

Activities: These require your involvement, perhaps by drawing on your experience, or through the gathering of data. Sometimes an activity comes at the start of a section, and sometimes an activity follows a piece of text. It is important that you do all the activities, as they form the core of each unit and provide the basis of the interactive approach to learning used here. As the activities vary considerably in character you should read the instructions carefully.

Comments: Avoid looking at the sections which follow most of the activities until you have completed each one. The comments are intended to provide a discussion of some of the points you may have identified in the activity. They are not intended as model answers.

Summary: This appears at the end of each unit to pull together the ideas which have been brought out.

Reference materials

None of the modules can be studied without access to other materials, the most important of which should already be at hand in your school or at your local District Education Office.

Important materials published in your country or available in your school include:

- the constitution
- education acts
- by-laws relating to your state, region or district
- civil service rules and regulations
- executive instruments on education
- policy papers, guidelines and circulars from the Ministry of Education
- code of conduct for teachers
- the constitution of the board of governors or school committee
- annual reports, speeches, exam results, pupil/staff data, etc.
- school account books, stores ledgers, rules and regulations, timetables, circulars, report forms, minutes of meetings, etc.
- pupils' exercise books and work.

You should also look out for books about the history and development of education in your country, and within Africa. In addition there are usually many useful articles on current educational issues in newspapers and magazines, and on radio and TV.

You should also have to hand a good dictionary.

Readings

In addition there are very many books on management, including educational management. We would suggest you look for these in your local bookshops and libraries; it is possible that the Association of School Heads in your country produces an up-to-date list of current management materials and where they may be obtained.

However, it is unlikely that many titles will be readily available to the average school head, particularly those in rural areas. We hope that the

publication of these modules will encourage more people to write complementary texts and for publishers to ensure the availability of relevant books on educational management wherever schools are located.

Here we have limited the list of books to those written specifically for educational managers in Africa.

ADESINA S (1990) *Educational Management*, Enugu: Fourth Dimension

ASIEDU-AKROFI K (1978) *School Organisation in Modern Africa*, Tema: Ghana Publishing Corporation

CHUNG F (1988) *Basic Principles of Administration*, Harare: College Press

FAGBULU A M (1972) *Administrative Practice for Teachers*, Ibadan: Evans

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Handbook on Training Methods in Educational Management*, Harare: Unesco

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Book of Readings in Educational Management*, Harare: Unesco

MBITI D M (1976) *Foundations of School Administration*, Nairobi: Oxford University Press

MUSAAZI J C S (1982) *The Theory and Practice of Educational Administration*, London: Macmillan

OZIGI A O (1977) *A Handbook of School Administration and Management*, London: Macmillan

Contents

Your first step should be to examine the following list of contents to select those modules and units you feel you may wish to study. At the start of each unit there is an introduction and a set of learning outcomes which should enable you to decide quite quickly whether the material is likely to be of value to you.

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Self-Development for Educational Managers

1

Introduction

Schools today are complex organisations to manage. This is due to the fact that we now recognise the difficulties of providing for a wide range of abilities and interests amongst students, and the challenge of providing them with relevant and useable skills for them to succeed in an increasingly complex society. While in the past proficiency and success in classroom teaching were important criteria for promotion, today a wider range of skills are seen as necessary. Headship is now seen to involve to a large extent the function of management.

As we suggested at the start of the general introduction, it is now widely recognised and agreed that one of the key factors affecting school effectiveness is the nature and quality of the leadership and management provided by each school head. The purpose of this module is to encourage primary and secondary heads to reflect on what they do, and why, and how, and with what success, and to discover ways in which they, themselves, might become better managers and thus be responsible for more effective schools.

Individual study time: 22 hours

Objectives

After working through this module you should be able to:

- formulate a mission statement for your school and a set of objectives
- indicate the values promoted by your school
- identify the various styles of management open to a school head
- identify how school programmes may be designed to meet the needs of your staff and students, the community and the nation
- understand the concepts of job analysis, job description and job specification
- manage your time more efficiently.

Units

This module is divided into five units.

Unit 1: School mission, values and objectives *5 hours*

In this unit you will learn why and how your school should identify its mission and its values, and how you may express these in terms of practical objectives.

Unit 2: Styles of management *3 hours*

Here you will identify various management styles and how each is likely to produce different results: this should enable you to reflect on your own approach to school management and how you may improve it.

Unit 3: Needs identification *6 hours*

In planning the development of your school and the activities which you organise there, it is important you recognise that many groups, in addition to your pupils, have expectations and needs. In this unit you will learn who these groups are and how you may recognise their needs.

Unit 4: Job analysis *4 hours*

The purpose of this unit is to enable you to analyse the jobs of those employed within your school, and to produce clear job descriptions which enable everyone to understand their own roles and tasks, and the relationships involved.

Unit 5: Time management *4 hours*

Time is the one resource we all have the same amount of, yet some people use it far better than others. Through this unit you will learn how to make the best use of your time as a school head.

Contributors

This module was written by a team in Zimbabwe:

Mr R G Sisimayi **(Team Leader)**	Deputy Chief Education Officer, (Standards Control Unit and Professional Administration)
Mr L C Bowora	Deputy Regional Director (Primary), Harare Region
Mr T Benza	Deputy Regional Director (Primary), Midlands Region
Mr L K C Dube	Deputy Regional Director (Secondary), Masvingo Region
Mr E S Chigwedere	Deputy Regional Director (Secondary), Mashonaland West Region
Mr I Glover	Head, Mount Pleasant School, Harare
Mr H J Ndanga	Deputy Regional Director (Secondary), Midlands Region

UNIT

School Mission, Values and Objectives

1

Introduction

The head of a school should play a leading role in improving the quality of teaching and learning. As a head you will appreciate that it is your duty and responsibility to ensure that your school is an achieving school, meeting its objectives in an effective and efficient manner. It is therefore in your interest to search for ways and means of improving yourself as a manager. The aim of this unit is to explain how to formulate a clear mission for your school and a set of objectives.

Individual study time: 5 hours

Learning outcomes

By the end of this unit, you should be able to:

- formulate a mission statement for your school
- identify the values you wish to promote in your school
- state your school objectives.

Terminology

Let us clarify the terminology we will use here. There are several terms which are used to indicate the purpose and direction of a school. Consider the following terms: philosophy, mission, goals, objectives and targets.

The *Concise Oxford Dictionary* describes the meaning of the word 'philosophy' in several ways, including: a system of principles for the conduct of life. Such a concept is useful both for each of us as individuals and for each school. But as the term 'philosophy' may be seen as too complex, an alternative commonly used is the term 'mission', and its expression as a 'mission statement'.

The differences between the terms 'goals', 'objectives' and 'targets' lie mainly in the degree to which the destination we want to reach is specified. Thus 'goals' may suggest a broad vision, 'targets' an exact position, with 'objectives' somewhere in between. There is really not much to choose between them, and you should feel free to make your own choice. Here we will use the term 'objectives' to mean a set of statements each of which provides a clear indication of what the school wishes to achieve, and which together satisfy the principles included in the mission statement. Targets are very specific statements describing positions which will be achieved within an agreed span of time.

The mission of your school

Activity 1.1

Consider your own school. What would you say is the philosophy or mission of your school? (Note: At this stage do not try to write a complete statement.)

20 minutes

Comments

In undertaking the above activity, we hope you appreciated that a school philosophy or mission should include such things as:

- the promotion in the pupils of an interest in learning and the skills needed to learn
- the acquisition by the pupils of relevant knowledge, skills and attitudes
- the provision of opportunities for pupils to participate in and contribute to their culture
- a willingness on the part of the pupils and staff to serve both the school and the wider community.

Above all the mission statement of your school should reflect national goals.

Values

Your mission statement will be based upon your own values, and those of your staff and of your country, and which you want to pass on to the next generation. Values are guidelines for behaviour, and they govern each person's actions and attitudes. Values are learnt through experience, education and observation. It is necessary for the head to consciously and deliberately plan school programmes that promote the values a society approves and wishes to uphold.

Activity 1.2

List some of the values you yourself hold and believe your school should seek to promote. Check whether your initial ideas about your school mission or philosophy gave sufficient expression to your values.

20 minutes

Comments

Your list probably included the following values: acceptable behaviour, reliability, honesty, efficiency, punctuality, diligence, politeness, courtesy, fairness, self-discipline, tolerance, courage, respect for the dignity of labour, respect for other people and their property, good sportsmanship, impartiality, perseverance, respect for legitimate authority, public spiritedness, cleanliness, justice, etc.

As a head, you will almost certainly wish to ensure that the values the school cherishes pervade all the teaching/learning activities including the co-curricular ones. In this way the gap between what a school says it does and what it actually does may be reduced.

School objectives

A general statement about a school philosophy or mission may be explained more fully in terms of objectives. School objectives indicate, in fairly specific terms, what the school intends to achieve.

Activity 1.3

(1) Does your school have a set of objectives?
(2) To what extent would you say they are comprehensive and clear?
(3) What areas should a set of school objectives cover?

20 minutes

Comments

School objectives should take into account the needs of the pupils, the staff, the community and the nation. Pupils' needs include the desire for a complete education that prepares them for the world of work; the fostering of creativity to facilitate problem-solving; strengthening their abilities to learn independently; the provision of a variety of co-curricular activities and opportunities for them to enjoy and learn about their cultural heritage. Furthermore, pupils need opportunities to develop themselves as individuals; an environment that encourages them to develop their leadership qualities and inter-personal skills, within a culture of tolerance.

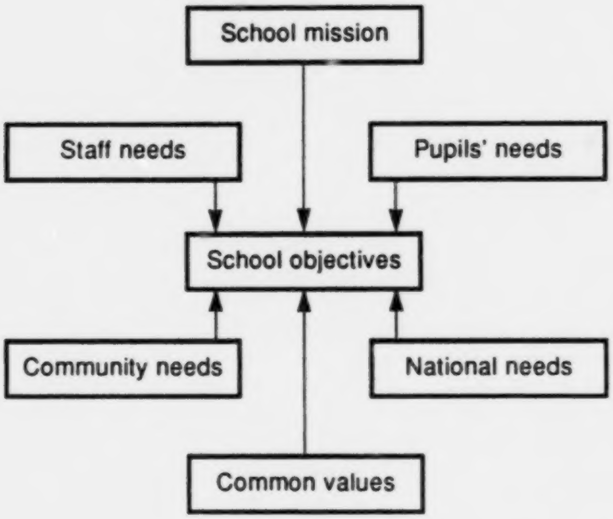
In addition to the needs of the pupils, you need to be sensitive to the critical role that the staff play in achieving school objectives. It is therefore important for you to ensure that your school objectives address the following:

- the creation of an environment that enables both the pupils and the staff of the school to experience success
- the provision of sufficient facilities, equipment and materials to facilitate the attainment of these objectives
- the creation of organisational structures within the school that will allow both pupils and staff to realise their expectations
- the provision of opportunities for professional growth for the staff.

In formulating the school objectives, it is also important to consider the needs of the community. These needs include the educational expectations of parents for their children; the promotion of good citizenship; respect for community values; and parental involvement in school programmes. Furthermore, school objectives must reflect national goals which may include the development of human resources, the promotion of a common national identity and respect for the dignity of labour.

Fig 1 below summarises the different needs both a school mission and objectives should address.

Fig 1 The needs school objectives should address



Formulating a school mission statement and objectives

A school mission statement

Each school should have a statement of its own philosophy or mission. In designing the statement for your school you will need to consult your staff and address the following key questions:

1. What is the purpose of this school? Why are the pupils and staff here?
2. What knowledge and skills do our pupils need?
3. How does the school identify individual differences, abilities and capacities amongst the pupils, and how does it adjust methods, materials and programmes to foster individual development?
4. What are the desired relationships between:
   - a pupil and a pupil
   - a pupil and a teacher
   - a teacher and the head
   - the head and the community?
5. What values does the school seek to promote?
6. How does the school prepare pupils to participate fully in the real world?

Activity 1.4

(1) Consider and answer the questions listed above.
(2) Compare your responses to the current mission of your school.
(3) Prepare a draft mission statement for your school for consideration by your staff.

1 hour

Comments

You should discover that your school mission will emerge from a discussion of the responses to the questions cited above. If you do not already have a school mission statement, this activity should provide you with a guide as to how you and your staff may develop an appropriate one, or to reflect on the one you already have.

You will need to make time for your senior staff to work with you on the school mission statement. You should present your draft statement to all your staff, to the board of governors or management committee, to the PTA, as well as to any other persons who may have an interest or a contribution to make.

Once you have devised the school mission, it becomes your duty as the head to communicate this to all members of the school community in order to secure their support and commitment.

School objectives

Having agreed upon your school mission, it becomes necessary to break it down into objectives that are realistic and achievable. You may find the questions posed below helpful in formulating a set of objectives for your school.

1 What is our school trying to achieve?
2 For whom does our school exist?
3 How is our school trying to achieve its mission?
4 What resources does our school have to achieve its objectives?
5 How will we know when we have accomplished our objectives?
6 Are our objectives realistic and achievable?
7 Do the objectives reflect the values of our school?
8 Could our objectives be improved?

Activity 1.5

(1) What are your answers to the questions posed above?
(2) Formulate objectives for your school. Make sure that they cover all aspects of school life and are clearly and concisely expressed. Do not make your list too long!

1 hour

Strategies for promoting selected values

Since a school plays a very crucial role in exposing pupils to selected values the head and the staff need to devise strategies for promoting them.

Activity 1.6

(1) How is your school promoting the values you identified in Activity 1.2?
(2) Spend some time this week observing the following in your school:
   - how senior and junior children interact;

- how children leave assembly and go to class;
- how staff interact at a formal staff meeting;
- how staff and pupils interact with visitors to the school;
- how boys and girls interact;
- how children of different backgrounds talk to you.

(3) Suggest three ways in which more could be done in your school to promote key values.

30 minutes

Comments

Which of the following strategies did you include on your list?

Values may be promoted through:

- direct tuition or teaching during lessons
- a well-designed programme of guidance and counselling; Family Life Education or Education for Living; or pastoral care
- the content and conduct of assemblies
- allowing pupils opportunities to develop their leadership qualities
- ensuring that the school has an intellectual focus
- publicly honouring academic and practical achievement and by stressing their importance through the appropriate use of symbols, ceremonies, etc.
- above all, the exemplary behaviour by the staff.

It is likely that, in the same way as for the formulation of the school mission, you will need to work with your senior staff on the school objectives, before presenting them for further discussion to various groups involved with the school.

Evaluation

As the head, you should evaluate regularly the appropriateness and currency of your school mission and objectives. You will need to do this in order to satisfy yourself that the school mission and objectives are:

- realistic, achievable and well-understood by all concerned
- giving direction to the school and staff
- meeting the needs of the school, pupils and the community
- being achieved.

Module 6, *Monitoring School Effectiveness* provides suggestions as to how you may set about carrying out an evaluation exercise.

Summary

In this unit we have explained the importance of the school mission and objectives which should guide all school activities. Furthermore, suggestions on how to formulate the school mission and objectives, and the need to evaluate them regularly, have been made. As the head, you should ensure that your school has a clear mission and a set of objectives which reflect it.

Styles of Management

2

Introduction

As we have seen, the head should play a critical and determining role in achieving the central purpose of a school. The extent to which a head succeeds in attaining the school objectives and fulfilling the principles included in the philosophy or mission statement depends on how skilfully a suitable management style is developed and used in a specific context. A successful management style will depend largely on the head's own personality, as well as on his/her training to realise that there is a range of ways of working with people. It should be remembered that the particular style of management will affect the school's tone either adversely or positively.

The aim of this unit is to explain the various styles of management that the head can develop and use.

Individual study time: 3 hours

Learning outcomes

By the end of this unit you should be able to:

- explain various styles of management
- identify the strengths and weaknesses of each style
- describe the circumstances in which various styles of management may be best developed and used
- appreciate that there is not 'one best' style of management
- understand the importance of varying the style of management depending on the circumstances.

Styles of management

For you to be an effective head a knowledge of different styles of management that may help you to achieve the school objectives will certainly be useful.

Activity 2.1

(1) From your own experiences, how would you describe your own everyday style of management?

(2) Considering your line-manager (perhaps the District Education Officer), how would you describe his or her everyday style of management?

20 minutes

Comments

No two managers have exactly the same way of doing things; life would become too predictable and dull if they did. If a manager is regarded as successful by those whom he or she is managing as well as by society at large, then perhaps we might excuse almost any form of management style. Although management textbooks may argue for particular styles, in fact if you study famous leaders from within your own country you may well find that they display characteristics of less favoured styles. As you read the following descriptions, see if you can name people known to you, perhaps through the media, who fit each description. Note that we have included arguments both for and against each style.

Autocratic style

The head who subscribes to this style of management determines school policy alone and assigns duties to staff without consulting them. Directives are issued and must be carried out without question and in the prescribed manner.

Where people are coerced, controlled, directed and threatened, individual initiative may be stifled and self-motivation may be discouraged. This style involves very little sense of the leader being accountable to anyone; he or she may do very much what they like. In schools it may lead to low morale amongst both staff and pupils which may, in turn, become the root cause of strikes, riots, and staff turnover.

On the other hand, an autocratic style may provide a degree of certainty for those beneath the leader. They may feel safe because they do not have to be involved in solving problems. The autocratic leader usually has great self-confidence, a clear vision of what needs to be done, and the political skills to get things done. Many great figures in world history have been autocrats.

Laissez-faire style

In theory, the head who uses this style of management believes that there should be no rules and regulations since everyone has an 'inborn sense of responsibility'. Such a situation may well exist amongst mature, experienced teachers, but how would it work with new, young teachers fresh from the 'freedom years' of university or college? This style of management (or maybe mismanagement), where the head sits back and allows everyone to do as they please, might lead to anarchy and chaos, which would hardly be conducive to the provision of quality education.

But as the laissez-faire (literally let-do) style is opposite to the autocratic style, many of the criticisms of the latter become arguments in favour of the former. Thus individuals have to think for themselves and individual initiative and hard work may be well rewarded. A laissez-faire environment may be more creative amd fulfilling for those involved.

Democratic style

In this style, the head believes that the staff should be involved in decision-making processes. Decisions are arrived at after consultation with the staff, and even with the pupils. A democratic style allows freedom of thought and action within the framework of the mission and objectives of the school.

Available skills and talents can be used optimally through delegation and a sense of belonging, as well as promoting creativity and a higher degree of staff morale. This style is based on the belief that where people are committed to the service of ideas which they have helped to frame, they will exercise self-control, self-direction and be motivated. All these ideas will promote job interest and encourage both staff and students to set their own targets and find the best way of achieving them.

But democracy may not always work very well, when, for example, there is a lack of clarity as to how binding decisions will be reached. For example, in multi-party states where there are too many parties (or one party states where there are too many factions), it may be extremely difficult to reach a consensus. You might also like to consider how a democratic style differs from a laissez-faire style, and why clear leadership is still essential.

Transactional style

It has been argued that the transactional style (or Nomothetic-Idiographic in some textbooks) may be the most effective style since it seeks a compromise between stressing organisational demands or goals and individual needs.

The head who subscribes to this style appreciates the need to achieve organisational goals while at the same time ensuring that the individual needs of staff members are not ignored. Although the head sticks to the rules and procedures, he or she also aims at achieving school objectives without upsetting people too much in terms of their needs.

It may sound as though achieving this balance between the needs of the organisation and those of the individual is quite simple. In fact, heads have to make decisions like this many times every day. For example: Should Teacher A be allowed time off in order to chase up a personnel matter with the registry? Should the money raised by the PTA be used to purchase more textbooks or to renovate the place where food snacks are sold? Only by analysing many decisions like this will you be able to see whether he or she inclines more towards the needs of the organisation or the individuals, or achieves a true balance between them.

Contingency style

One important function of the head is to communicate effectively to the staff the philosophy and objectives of the school and thus to gain their commitment to them. The head needs to realise that effectiveness in management depends on being able to diagnose and adapt to the dynamics of ever-changing situations. A contingency management style is where the head 'rides the waves', or deals with each problem as it arises.

A useful contingency approach is that of the Path-Goal Model, which states that an effective manager clarifies the means or paths by which subordinates can achieve both a high performance and job satisfaction. The motivation may be an appropriate reward and a focusing on paths or behaviours which can lead to successful job completion. This suggests that if some of the hurdles and barriers to motivation can be removed, a better performance by subordinates will result. Whatever approach is adopted will depend on individual employee characteristics (for example, ability, self-confidence and needs) and the task characteristics (for example, the objectives and targets required).

In more simple terms, this style suggests that because we know that heads and teachers will be faced by problems and issues every day, what we need to plan is how best to equip them to be able to handle these issues confidently and with a minimum of stress.

Activity 2.2

Here we want you to review how a teacher in your school might improve his or her performance. Consider a representative teacher in your school.

(1) List some of the hurdles and barriers faced by this teacher.
(2) Suggest six actions you could realistically take to enable the teacher become more effective in the school.

45 minutes

Comments

Everyone is faced with hurdles and barriers every day. Perhaps the best thing we can do is to develop in ourselves and our staff (and the pupils) skills to be able to handle many different types of situation. Thus developing oral and writing skills, and interpersonal skills (relating and working with other people) should give us more confidence to handle difficulties and to be more effective. Of course, you will also need to help both individual teachers and the staff as a whole with personal welfare and employment matters and in their professional development.

Activity 2.3

Consider yourself and each of the five management styles considered above.

(1) For each style give an example of a recent occasion when you have behaved in a style similar to the description.
(2) Place the five styles in a rank order which reflects your own preferred approach to management. You might compare your answer with someone else who has done this exercise.
(3) Get a colleague to tell you what style or styles he or she thinks you display.

20 minutes

Comments

You will probably find that you display elements of each style. It would be wrong to suggest that any one style is right and another wrong, since each may work in a particular situation. You might be surprised by the difference between how you perceive yourself and how others perceive you!

Case study

Read carefully through the case study below:

Pleasantways High School

Pleasantways is a middle to high income co-educational high school located in a low-density residential suburb of a large city. The grounds cover 25 hectares and there are 32 classrooms, ten science laboratories and eight technical/vocational rooms. There is an administration block with all the usual offices and incorporating a staffroom, hall and library.

There are 45 members on the teaching staff including the head and his deputy, senior master and senior lady and they are all graduates. The support staff comprises a bursar, two typist/clerks, four office orderlies/messengers and 20 general workers, who are directly supervised by a caretaker. Only 20 of these staff live in the local area, the rest travelling up to 20km to reach the school.

The student body numbers 1056 and are drawn not only from the local area (53 per cent) but also from two satellite high-density (low to middle income) areas up to 20km away. Students from the satellite zones are served by the city's bus company. Buses, however, do not enter the school grounds, instead they drop and collect students at a bus stop on an extremely busy public road.

There is a prefect body to assist in the smooth running of the school. They are led by a head boy and girl and are entrusted with certain duties, delegated by the school executive, with whom they meet once a fortnight.

The academic week is five days of eight 35 minute periods. Every student does a core course of English, Local Language, History, Geography, Mathematics, Science (either general or specific discipline) as well as one subject from Art, Technical Graphics, Woodwork, Food and Nutrition or Fashion and Fabrics. There are ministry-appointed heads of department for each subject except the technical/vocational group where there is one each for Technical Subjects and Home Economics. The number of periods to be taught per week for each subject/year group is laid down by the ministry.

The head expects every staff member and student to participate in the co-curricular programme by enrolling for one sport and one club option. Sports options include (in the appropriate season) Cricket, Soccer, Rugby Football, Hockey, Tennis, Volleyball, Basketball, Badminton, Table Tennis, Athletics, Swimming and Netball. Club options include Needlework, Music, Chess, First Aid, Debate, Current Affairs, Drama, Art, Science, Woodwork, Weightlifting, Fitness and Gymnastics. Sports practices are held on two afternoons each week as are clubs, and inter-school fixtures for sport occur each week.

Assembly for the whole school is held three times a week in the hall, conducted in rotation by two members of the executive, who only enter the hall once the staff and student bodies have assembled. Attendance is compulsory for all.

Activity 2.4

Many management decisions are needed to ensure that Pleasantways High School runs smoothly and effectively:

(1) Which style of management would you use to reach decisions on the following components of decision-making in the school:
- the timetable;
- the co-curricular programmes;
- a fire in one of the laboratories;
- homework policies;
- the prefects' duties;
- a bus strike?

(2) Why would you use the particular style you have selected in each case?

30 minutes

Comments

We are not going to suggest a particular answer here, since the answers will vary with the initiative and the personality of the individual. In all these areas clear policies are needed. The way in which you decide to form them will depend on such factors as:

- your own expertise in each area
- the extent to which other people (whether individuals or groups) have a vested interest in the policy
- the level of expertise of these people and their ability to communicate effectively
- the degree of urgency of the task.

Summary

From the above discussions and activities on management styles, you should now be able to see that no single style can solve or be a cure for all problems arising in management situations. Problems do not arise so much from a 'bad' style of management but rather from the wrong choice of style for that occasion. Success in the management of a school by a head will be more certainly assured if the appropriate style of management for a particular situation is used.

UNIT 3

Needs Identification

Introduction

In your central role as head of your school you need to be clear in your mind about what factors will most likely result in the success of your administration. One of the key factors will be the clarity of your understanding of the various needs and requirements of the different sections or groups that make up the school. This clarity will depend on your understanding of your position in the school community.

The aim of this unit is to assist you, as the head, in the difficult task of identifying the needs of the school. To enable you to do this, you first should be able to identify the needs of the various components which, together, make up the sum total of the school's needs.

Individual study time: 6 hours

Learning outcomes

By the end of this unit you should be able to:

- explain the meaning of the title of this unit
- identify the various sections or groups whose needs constitute the needs of the school overall
- identify the needs of each of these groups and relate them to the school's overall needs
- suggest strategies that you could utilise to identify the needs of these groups
- attempt to work out evaluation strategies that can be used to check whether the various needs have been adequately identified and satisfied.

Terminology

Activity 3.1

Consider the meaning of the title of this unit 'needs identification' and briefly explain what you understand by it and why it may be difficult to do.

10 minutes

Comments

In considering the above activity you may have looked up in a dictionary where various meanings of the root words 'need' and 'identify' and their derivatives are given. The remarks made in the introduction to this unit may also have helped.

Thus you should have deduced that 'needs identification' refers to what you require to enable you to do your work more effectively.

But to say this is easier than doing it for various reasons. Firstly, your own needs as an individual are forever changing as you grow older and more mature; secondly, the nature of your job, whether as teacher or head, continues to evolve, partly because of the results of the development of your own country, but also because of new inventions and the changing relationship of the human race to planet earth. Thus to identify and satisfy both our personal and professional needs is a complex business.

Identifying needs

The needs of the head and the school

You no doubt noted that there is a lot of common ground between the head's needs and those of the school. However, it must be made clear that the head has needs of his or her own, over and above those that are purely the needs of the school.

Activity 3.2

(1) List and briefly describe five of your own individual needs as a school head.
(2) In a second list write down five needs of your school.
(3) What differences do you notice between these two sets of needs?

30 minutes

Comments

Among the needs you may have as head of a school are:

- adequate academic and professional qualifications
- a full knowledge of the methods and techniques of educational practice
- an ability to provide professional leadership to all sections of the school community
- an understanding of the interdependence of the various sections of the school community
- sound knowledge of school finance, including accounting procedures
- an ability to understand each part of the school curriculum and how each part relates to the learning programme as a whole
- an ability to plan ahead, and to bring such plans to full fruition
- an ability to communicate with, motivate and harmonise the various sections of the school community to work in the interests of the school
- a capacity for sound public relations with those sections of the public with an interest in the school
- a capacity to work effectively and efficiently with, and through, other people, singly and in groups

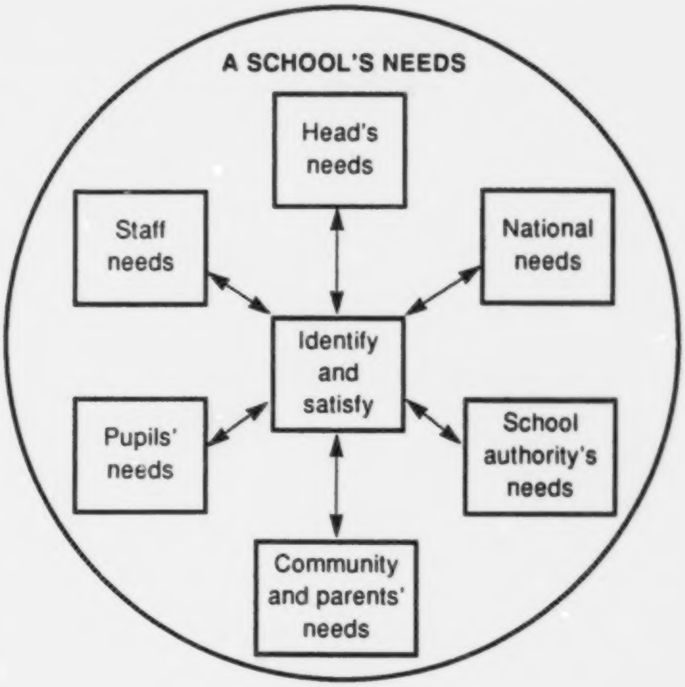
- a full understanding of both the national goals in education as well as the mission of the school.

In your consideration of the needs of the school you may have included the following:

- adequate infrastructure and equipment
- adequate funding to meet capital and running costs
- a caring, helpful and involved community and parent body
- central government's support, funding and assistance in line with what other similar schools receive
- a committed head to manage the school effectively
- a suitably qualified, experienced and devoted staff, capable of delivering the curriculum
- a pupil population that is committed to making full use of the educational facilities provided, and obtaining an education that enables them to realise their fullest potential
- a sound, acceptable purpose or mission to guide the school towards worthwhile objectives and targets.

These comments should make it clear that, as the school head, you need to identify and satisfy both your own needs and those of the school. Fig 2 helps to illustrate this point.

Fig 2 A school's needs



As the head you will have to identify the school's needs, your own needs, as well as the needs of all the other sections and groups involved in the school. How this should be done should become clearer as you proceed with this unit.

National needs

You will need to base your school's mission and objectives on a sound understanding of national policy statements made by the central government which affect education at school level. Apart from such documents as Education Acts, there may be such statements of intent as:

- education for self-reliance
- education for development
- education for affirmative action (to redress disadvantaged groups)
- commitment to policies for providing certain types of education, such as a polytechnic education.

It is absolutely necessary that you fully understand, after debate where necessary, and implement national policies in education as spelt out by your government. Thus you will need to ensure that your own school mission statement is in line with central government policy statements. No head should consider operating against the grain of a government's policies.

Activity 3.3

Identify and list the main needs in education as spelt out in your national education policies.

30 minutes

Comments

The earlier discussion will have given you some ideas on the types of needs you may identify in your government's policy statements. As school head you will need to discuss your list with your deputy and senior teachers to verify your understanding of the key needs.

Staff needs

Activity 3.4

Imagine yourself as a relatively new and inexperienced member of staff. What would you identify as your six main needs?

20 minutes

Comments

Clearly, as school head, you must fully appreciate that you can only accomplish the educational goals and mission of your school by working with and through others, especially your staff. Thus, you must understand your staff's needs both as individuals and as a group. For practical reasons much of the time their needs will be looked at from your point of view, rather than their own. However, from time to time it is necessary for you to ask them what they see as their needs. Some of their needs may include:

- a clear job description in writing
- provision for professional development and growth for all staff, including temporaries, probationers, senior teachers, heads of departments, and office, ground and hostel staff

- adequate supervision of their teaching
- sound deployment of both teaching and non-teaching staff
- a clear statement of the school's mission and objectives, and agreed targets
- adequate support materials and infrastructure
- a positive, supportive school climate.

The needs of the pupils

Activity 3.5

Using one of your classes (at any level), ask the students, perhaps working in pairs, to list what they want from their school.

1 hour

Comments

If the above activity was clearly understood by the pupils, it should have generated a useful basis for identifying the pupils' needs.

Which of the following needs did your pupils identify:

- a relaxation of discipline by either the staff or prefects or both
- good exam results, which will enable them to go for further training or get a job
- more funds for co-curricular activities
- the removal of some teachers and/or the demotion of some prefects
- more learning materials and equipment
- longer or shorter school holidays?

It may be that the pupils' answers may be incomplete, or perhaps focus too much on their immediate needs, rather than on larger, longer-term needs. Perhaps, then, you could add to the items they have identified.

The needs of the school authority

In most countries schools may be established, owned and run by individuals, local communities, private companies, parastatal organisations, religious bodies, or local or central governments. Whatever or whoever such an authority is, each one had a purpose when their school was founded. As a school head you must understand and identify with the needs of the authority which established and owns your school.

Activity 3.6

The needs of the authority which owns your school may be very specific to it. Identify up to three needs of the authority of your school.

15 minutes

Comments

The majority of owners of schools have the intention of providing educational opportunities for more children. They will wish their schools to produce well-qualified and responsible graduates who achieve, according to their capacities, in their chosen field and in society at large, and thus bring credit and benefits to the owner. Each authority may have more specific needs. Thus companies and parastatals seek to provide 'fringe benefits' which help to keep their workforce motivated. Religious bodies are clearly concerned with the moral and spiritual qualities of the pupils and how these feed back to the community as a whole.

The needs of the community and parents

Activity 3.7

Next time you organise a meeting of the Parent-Teacher Association, or have a meeting with leading community members, ask them to identify for you some of the things which they seek or need from the school of which you are the head. Don't make it too difficult by asking them to list everything; just ask them for, say, six ideas.

30 minutes

Comments

There are likely to be differences in the types of response you get from both parents and communities according to their own levels of education. Where these are relatively low, where, maybe, a significant proportion of the parents are illiterate, the parents may be surprised to be asked such a question. They may feel as though this is something the school head should know, indeed be one reason why he or she was employed. Their lack of experience in articulating their needs should not be used by you as an excuse for not pursuing this question further.

More literate parents and communities are likely to be more demanding, as, of course, is their right. By involving parents and community members more, the school staff and pupils will be made much more aware of the fact that they are accountable for the content and the processes of the curriculum, and for the standards of achievement reached by the pupils.

Strategies for identifying needs

Activity 3.8

Explain what you understand by the meaning of the word 'strategies'.

5 minutes

Comments

The meaning of 'strategy' hinges on plans or approaches towards accomplishing desired goals. There is the implication here that the school mission and objectives are not easy to accomplish because many alternative paths are available, each of which requires careful consideration before a choice is made.

The discussion on needs identification so far has concentrated on identifying what the needs are likely to be rather than on the strategies required to be able to find out what these needs are.

Strategies for the head and the school

Activity 3.9

Summarise five main strategies that you might use to enable you as the head to identify your own needs and those of your school. (You may find it helpful to go over the needs you identified in the section 'The needs of the head and the school'.)

30 minutes

Comments

Which of the following strategies did you come up with?

1 Study management, organisational, behavioural and educational theories.
2 Attend staff development courses, seminars and workshops for heads in particular, and managers in general.
3 Through informal discussion, draw from the professional experience and advice of your fellow heads.
4 Join and participate fully in professional associations, unions or organisations for heads (and managers).
5 Visit an industrial or commercial organisation to learn about how they set about identifying needs.
6 Analyse the responses given by individual teachers during their annual appraisal or evaluation interviews.
7 Utilise inputs from your staff obtained during staff meetings, and informal discussions with individuals or groups.
8 Note the needs identified by parents during Parent-Teacher Association meetings, as well as those obtained in informal discussions with individuals or groups of parents.
9 Draw from, and directly request, inputs from your deputy, senior teachers, heads of departments, and other promoted staff.
10 Your pupils can contribute through channelling information through the prefects and directly during contact lessons with form teachers and the head.
11 Study current educational and professional journals and magazines to gather ideas about your needs.
12 Obtain documents on national policy and statements by the school authority on its mission and current targets.

Strategies for the nation

Activity 3.10

What strategies might you use to identify the national needs in education? (First, re-read 'National needs' above and your responses to Activity 3.3.)

15 minutes

Comments

You may have come up with the following strategies:

- the thorough study and understanding of the Education Acts, policy statements, and central government's position papers on education – it is likely that these will also be described and debated fully in the press and the broadcasting media
- wherever and whenever possible, direct consultation with national policy makers and senior staff in your ministry.

Having identified the needs at national level you will need to blend these into the mission statement, objectives and targets of your school.

Strategies for the staff

Activity 3.11

What strategies might you use to identify the needs of your staff? (First, re-read 'Staff needs' above and your responses to Activity 3.4.)

15 minutes

Comments

Of particular importance in this regard is the crucial role of the staff in the delivery of the curriculum. For them to perform this function effectively they, in turn, need your professional guidance. You can only give meaningful support in this regard if you first establish strategies to identify, as far as possible, the needs of each and every one of your teachers. In particular both you and your staff will wish to identify the performance gaps of each of them.

The strategies you may have identified include:

1. You appraise each teacher, through a formal cycle of contact once a year, to establish their strengths and weaknesses, likes and dislikes. Most countries have an appraisal (or evaluation) system which is applied to all civil servants. Such systems must, of course, be especially adapted for use with teachers. A fuller discussion about appraisal procedures is covered in Unit 4 of Module 3, *Personnel Management*.
2. You supervise all your staff every day, as well as meeting with them on both formal and informal occasions.
3. You study the subject evaluation reports compiled by inspectors.
4. You require your staff to complete carefully designed questionnaires that identify staff, pupil and school needs.
5. You check schemes of work, lesson plan books, and other school records at regular intervals. The pupils' exercise books should be regularly monitored in every subject and at every level.

Once you have established the needs of individual teachers and groups, or categories of teachers or departments, then your duty becomes one of finding ways of closing the performance gaps. These might include:

- purposeful programmes of school-based and school-managed staff development
- staff meetings which are centred on professional topics

- closer positive supervision of those members of staff whose performance gaps require it
- more direct assistance by you, the head, to individual teachers and groups who require any assistance: you should also utilise those of your staff whose good performance is such that they may give assistance to their colleagues, since peer support amongst teachers is always to be encouraged.

Strategies for the pupils

Activity 3.12

We have already suggested in Activity 3.5 that you might be able to identify the needs of the pupils by asking them directly. What other strategies might be used?

15 minutes

Comments

Which of the following did you suggest?

1 As the head you should involve yourself in all teaching/learning programmes – in and out of the classroom – to enable you to gain insights into the needs of your pupils on a first-hand basis.
2 Use your contact periods with various classes to learn about pupils' needs.
3 Use the prefect and monitor systems to channel information about pupils' needs to both yourself as the head and to your staff.
4 Invite your staff individually and in groups to discuss and report on pupils' needs to you regularly.
5 Utilise a suggestions/needs box to collect information, confidentially, from the pupils.
6 Undertake audits and physical checks on all school supplies: this may indicate areas of deficiency.
7 You and your staff – particularly your senior staff – should regularly audit and check the curriculum for relevance and balance, and for the effectiveness of delivery.

Strategies for the school authority

Activity 3.13

What strategies might you use to identify the needs of your school authority? (First, re-read 'The needs of the school authority' and your answers to Activity 3.6.)

15 minutes

Comments

Appropriate strategies might include:

- holding regular meetings and consultations with the school authority to ensure that you fully identify with their needs for the school

- involving yourself in formal and informal get-togethers with representatives of the authority
- requesting information directly from the authority
- involving the more articulate of the authority's representatives to directly identify their needs to the staff and pupils.

Strategies for the community and parents

Activity 3.14

We have already suggested in Activity 3.7 that you might be able to identify the needs of the community and of parents by asking them directly. What other strategies might be used?

15 minutes

Comments

Appropriate strategies might include:

1 You could seek to develop and maintain sound communication and good public relations with both the community and more especially the parents. This will assist you in identifying their needs and expectations for the school.
2 You could involve parents more directly in relevant school programmes, for example, special school functions, sporting competitions, etc. Such involvement should enable a less formal relationship to develop.
3 Parent-Teacher meetings involving representatives of the community should be used to identify needs.
4 Pay close attention to school-related information and ideas in the local and national press and other media, for example, letters to the editor and editorials, as well as anonymous letters or telephone calls received in the school.

Summary

The purpose of this unit has been to help you recognise the importance of finding out from others what they want from your school. Different people need different things, and the nature and balance of these will vary with time. Knowing how to find out what people want is one key to enable you, as the school head, to provide effective leadership.

Job Analysis

4

Introduction

The head, as a manager, needs to understand what headship entails. Understanding what constitutes the job of a head should enable you to discharge your duties and responsibilities more effectively and efficiently. A clear perception of your duties should provide you with a framework for self-appraisal. It should make it easier for you to delegate duties. The purpose of this unit is to explain the concepts of job analysis, job description and job specification in order to enable you to appreciate better the complexities of your role in school improvement.

Individual study time: 4 hours

Learning outcomes

By the end of this unit you should be able to:

- distinguish between job analysis, job description and person specification
- appreciate the range and nature of the factors that affect your job operation
- identify aspects of your job description
- describe the attributes of an effective head.

Job analysis

A job analysis consists of two elements: the job description, which covers the tasks to be done, and the person specification, which tells us about the sort of person who is most likely to be able to do the job.

Job description

A job description indicates the tasks and responsibilities to be undertaken. As a school head you will understand that there are tasks that must be done. You will also appreciate that each school situation demands that particular tasks be performed. Your own perception of the job of a head will determine how you decide each task should be undertaken.

Activity 4.1

List all the tasks you currently do in your school. (We would expect your list to contain at least ten items.)

30 minutes

Comments

In listing the tasks in the above activity, you were carrying out the process which is referred to as 'job analysis', that is you were identifying the component parts of your job. The process of job analysis should help to provide you with a checklist of tasks which you need to perform.

Check to see how your list compares with that below (which is intended to be indicative rather than prescriptive):

- setting up an effective organisational structure within the school
- deploying staff
- supervising staff
- supervising pupils
- organising in-school staff development programmes
- promoting and maintaining good discipline
- managing curriculum design, implementation and evaluation
- mobilising and managing resources
- ensuring the maintenance of the school plant
- ensuring clear communications within the school between yourself, and the staff, and the pupils
- maintaining good public relations with parents, and the Ministry of Education
- keeping full and up-to-date records and information about the school
- ensuring that the mission, objectives and targets for the school are set and achieved.

The main elements of a job description should be:

- a title – this usually will follow a nationally agreed system
- statement of the main tasks – it is necessary to separate them out before placing them in logical groups
- an indication of the person or group to whom the individual is accountable – for a school head this is likely to be the District Education Officer and the board of governors
- an indication of the authority the individual has over other staff
- as we are stressing how the school head (and the staff) should relate to other people involved with the school, an indication of the nature of such relationships should be included
- the tasks to be undertaken.

One of the problems with your list is that it is probably quite long, maybe containing twenty items or more. Questions which arise from an analysis like this include: Am I doing what I should be doing? Am I trying to do too many things? Might some of these tasks be as well done by other teachers? Is there a balance in the tasks I do, between, for example, dealing with:

- short-term, crisis matters, for example, an absent teacher; medium-term matters, for example,the timetable for next term; and long-term matters, for example, a review of practices and setting of targets
- resource issues, such as repairs and books, and people issues, such as communicating with staff
- personnel matters, such as the payment of staff, and professional matters, such as organising the exams
- pupils, and teachers, and parents?

The tasks you have identified need to be placed in clear categories and should not be presented as an undifferentiated mass.

Activity 4.2

One of your duties as a head should be to assess the teaching skills of your teachers through lesson observation. Draw up a list of the main things you would look for.

20 minutes

Comments

In assessing a teacher's skills, you would need to:

- study the teacher's schemes of work
- discuss the lesson plans with the teacher
- observe some lessons
- take notes
- discuss the strengths and weakness of each lesson observed with the teacher
- write up a report.

In making this analysis of just one task you may clearly see that there are many elements. The same is true for all the other tasks in which you might be involved, such as organising exams, ensuring staff are paid, or reviewing practices and setting targets. Thus when the job description of a head is written, or you write job descriptions for members of your staff, then account must be taken of these elements, to ensure that the person will not be over- (or under-) loaded.

Person specification

A person specification refers to the type of individual you want in terms of their qualities, qualifications, background and experience. If these attributes are to be assessed accurately, a comprehensive job description which indicates all the skills required must be prepared first of all.

Activity 4.3

Consider your own job as school head. Write a list of the qualities you would include in a person specification using the following headings: background; abilities and skills; motivation and interest; attitudes.

30 minutes

Comments

You may have included some of the following qualities in your list:

- qualified both academically and professionally
- a diplomatic and skilful negotiator not only with the parents and the public but also with those bodies and organisations which have some interest in the welfare of the school
- an enthusiastic and energetic person whose approach to work is businesslike
- a resourceful individual full of initiative
- a successful teacher
- a good personnel manager who can handle sensitive issues and also motivate pupils, teachers and parents to give of their best at all times.

Activity 4.4

Using the guidelines from this unit, revise the job description for your deputy head, senior teachers, heads of departments and the support staff, or where these do not exist, write them.

At least 90 minutes

Comments

You should share the results of this activity with other school heads, and with your local inspector and line-manager, to see how they can help.

Summary

After going through this unit, you should now be able to explain and distinguish between the concepts of job analysis (breaking a job into its components); job description (what the job entails); and person specification (the qualities of the person you require for the job). In this unit we have emphasised the job analysis of the head, but you must be able to prepare analyses for every member of your staff. You also need to be sure that all members of your staff are aware of their job descriptions. A job description is essential if later on you are to carry out an appraisal of the work of any member of staff.

UNIT

Time Management

5

Introduction

It is likely that, as head of a school, you find your time, as a resource, is very scarce. It is impossible to store, or stretch, or restore, once it has passed. As a head you will appreciate how important it is for you to manage your time if you wish to achieve your objectives. Consequently, you and your staff will need to reflect regularly on how you use your time to ensure that you are making the best use of it. Making the best use of the available time is a key element of good management. It is the aim of this unit to help you become a better time manager as part of your own self-development.

Individual study time: 4 hours

Learning outcomes

By the end of this unit you should be able to:

- list your main time users
- identify your main time wasters and time savers
- realise the importance of budgeting time
- design and implement your own action programme on time management
- build up more disposable time
- rank tasks in the order of their importance
- delegate effectively.

Understanding the job of the school head

Before you can manage your time efficiently, you should first know and thoroughly understand the tasks you are expected to perform. It is worth your while to refer to Unit 4 on 'Job Analysis' before proceeding. Once you have mastered the tasks you are expected to perform, you will be in a better position to determine which ones you have to do as a head and which ones you can delegate. This will further assist you in allocating time to each task.

Activity 5.1

(1) List what you believe are the major types of tasks a head is expected to perform.

(2) Divide the types into those important ones you have to undertake and those you can delegate.

(3) Allocate time to each task you perform. This may be done by using percentages. Thus in a 40 hour week, 4 hours = 10 per cent.

1 hour

Comments

We hope you have identified at least four broad types of tasks you are expected to perform, namely:

- routine tasks: duties repeated at specific periods (daily, weekly or monthly)
- personnel duties: management of personnel issues
- thinking: allocating time to creative tasks designed to improve the operations of your school
- problem-solving: allocating time to solving unexpected and routine problems.

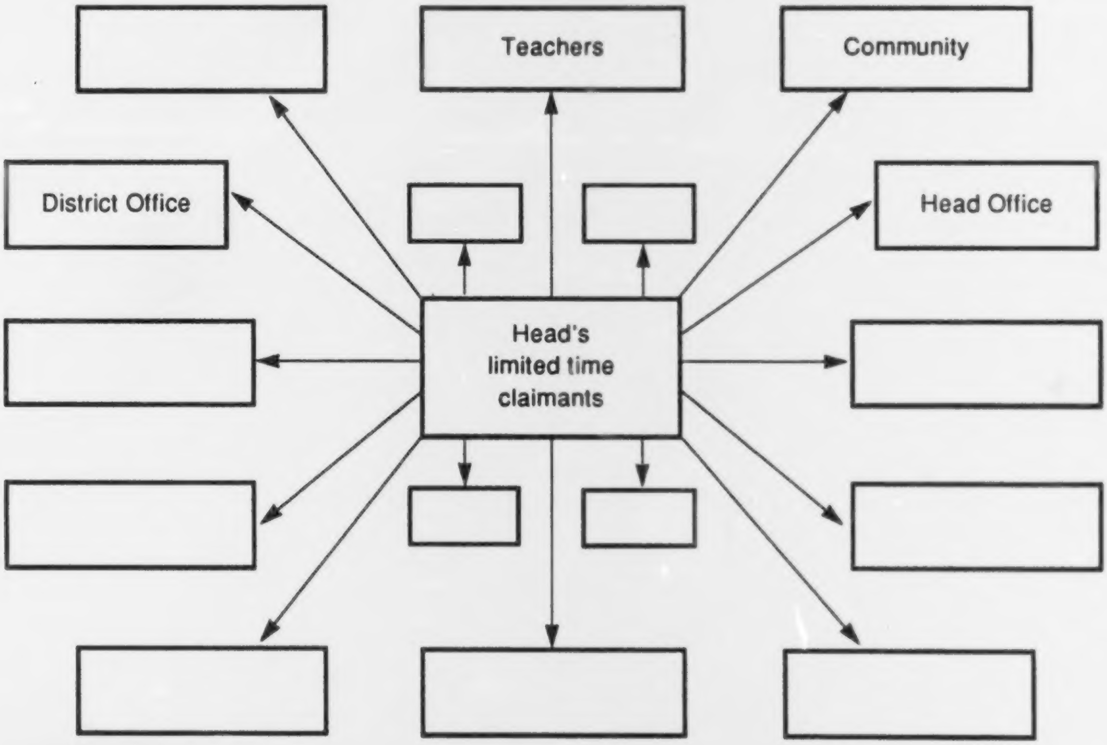
Having a clear understanding of how you spend your days will help you to identify the main users of your time. Having a clear understanding of what your duties are will assist you to rank the users of your time in order of their importance. It may surprise you to discover that the operations of your school would not be adversely affected if you did not attend to some of your time users or if someone else attended to them on your behalf!

Activity 5.2

Fig 3 below shows some of the parties that claim the use of your time. In the light of your own experience, fill in the rest of the boxes. (The boxes are drawn in different sizes to help suggest differences in the amount of time each party may claim. If you need more boxes then add them in.)

30 minutes

Fig 3 Claimants on head's time



Comments

Arising from this activity, you should now realise that all the parties listed above are not only time users but also potential time wasters, unless you plan and budget your time and determine criteria for deciding which parties you have to attend to as a head. In particular, it is important for you to make time available just for yourself.

Activity 5.3

Fig 4 shows potential time wasters in Column 1. Indicate the causes of these time wasters in Column 2. Leave Column 3 for the moment.

30 minutes

Fig 4 Potential time wasters

TIME WASTERS	POSSIBLE CAUSES	SUGGESTED SOLUTIONS
1 Lack of planning		
2 Lack of priorities		
3 Over-commitment		
4 Management by crisis		
5 Paperwork & reading		
6 Meetings		
7 Indecision		
8 Unclear objectives		
9 Postponed decisions		
10 Procrastination		
11 Lack of delegation		
12 Lack of self-discipline		
13 Unnecessary meetings		
14 Lack of managerial skills		
15 Incompetent subordinates		
16 Inconsistent actions		
17 Socialising & interrupting others		
18 Cannot say 'No'		

Comments

From this activity we hope you will now appreciate that some of the time wasters may be caused by yourself! Once you have identified these time wasters, or leaks, you need to take steps to eliminate them. The process of eliminating time wasters and leaks is not an easy one. It involves tight budgeting of your time and developing efficient work habits. Efficient time management is a process that takes time and, like everything else the manager does, should be continuously reviewed and refined.

We hope you now have a clear picture of what constitute time wasters. In the next section we will explore ways through which you can prune off time wasters, thus managing your time more efficiently.

Strategies for saving time (time savers)

Activity 5.4

Now complete Column 3 'Suggested Solutions' in Fig 4.

30 minutes

Comments

Here is a checklist of some solutions to the time wasters listed in Column 1. See how many you got and whether you have any additional suggestions:

- recognising the importance of planning
- formulating a clear mission statement with a few selected objectives and targets which have been discussed and agreed with your staff
- learning to say 'No'
- putting first things first
- encouraging rapid communication
- taking time to do a task to avoid having to do it again
- differentiating between urgent and important tasks
- attempting less and delegating more
- reading selectively
- taking time to plan
- setting goals and sticking by them
- screening visitors
- screening and grouping telephone calls
- staying uninvolved with all but the essentials
- not planning or attending unnecessary meetings
- getting facts, setting targets and investigating alternatives
- training subordinates well and allowing for mistakes
- giving credit to your subordinates.

The activity above has clearly demonstrated to you how you can eliminate time wasters and plug leaks in your time. Let us have a look at some time savers in more detail in order to enhance further your understanding of how to manage time effectively.

Delegation

As a head, you will appreciate that one way of creating more time for yourself is to ask some of your staff members to perform some of your duties on your behalf. This is what delegation is all about. It may also have an added advantage of helping to create a team spirit amongst staff. But before you delegate you must take steps to ensure that it won't lead to confusion.

Activity 5.5

What steps would you suggest you should take before you delegate some of your duties and responsibilities to your staff?

15 minutes

Comments

You may have identified some of the following:

- identifying the strengths and weaknesses of your staff
- recognising the existing skills and competencies of your staff
- clarifying your own attitude towards those with whom you work
- ensuring you have the necessary authority to delegate
- preparing a clear statement of the task to be delegated
- getting acceptance and commitment from the delegatee
- establishing control or checking mechanisms.

If you delegate effectively you will find yourself doing mostly those tasks which you alone have the necessary qualifications, authority and judgement to do. This will free you to devote your time to creative thinking and reading. Thus to delegate means to manage time and this means working better, not harder or quicker.

Building efficient work habits

Once you have identified old habits that lead to time wasting, you should take steps to eliminate these by:

- beginning a deliberate campaign against the old habits
- not tolerating exceptions
- beginning straight away to change your behaviour and not waiting
- getting started
- avoiding decision-dodging by committees.

Persistence and determination can produce dramatic results that are well worth your effort.

Avoiding being a workaholic

Activity 5.6

(1) What is meant by the term 'workaholic'?
(2) What are the characteristics of a workaholic?

15 minutes

Comments

A workaholic is one who tries to do too much, but achieves very little in the end. This is usually caused by a lack of planning and poor budgeting of time, resulting in the workaholic having far too much to do. In addition to the characteristics of workaholism you have identified in Activity 5.6, consider the following:

- over-dedication to work
- compulsive belief in task completion
- pushing oneself to the limit
- having a disorderly work desk
- directing subordinates so that they are always running here and there
- carrying piles of work home
- panicking over every emergency
- never taking a vacation
- never meeting deadlines.

If this profile fits you, you may need to look at your planning and determine which tasks need to be completed in a specified number of hours. You can only be on top of the situation if you manage your time carefully.

Being aware of myths on time

Many people believe that working hard will of necessity lead to the attainment of the desired goals. However, as a head you will appreciate that you become less efficient if you spend too much time on one task. The fact is that work tends to expand to fill up the available time. You are sure to have experienced it at your work place, where eight hours of work can easily stretch into twelve hours. You will find that the less time you assign to a task the more work you get done. There is, in fact, no direct relationship between hard work and positive results. What is true is that time spent on planning can save several hours' work. Furthermore, some people believe that the most active person gets the best results. It is, however, true that many active individuals have no objectives and plans and therefore do not get results. To become an effective time manager avoid these myths or misconceptions.

Time log or inventory

Before you can begin to manage your time effectively, you must know how you are using it now. A time log will help you discover where your time leaks are and help you start plugging them.

Activity 5.7

(1) List all the activities or tasks that you perform in a day or a week.
(2) Allocate time to each activity or task.
(3) Objectively analyse whether you are using your time effectively.

30 minutes

Comments

After logging your activities for a day or a week it is likely you will discover a few surprises in the manner you have been using your time. It should have helped you to:

- discover the areas you are most effective in your use of time
- identify the areas where you are least effective
- determine the areas that need improvement
- discover that perhaps far too much time is being spent on one task
- discover that after all, many of your meetings and visitors are not that important.

You should take the initiative to identify areas where you can save time and make the best use of the time that you save.

Implementing a time management programme

Having read this unit, and undertaken the activities, we hope that you have not only realised the advantages of a properly planned and budgeted use of time, but that you are going to start a programme in your school that is aimed at a more efficient use of time. In initiating such a programme you may need to consider the following:

- selling the idea to all your staff
- convincing all your staff of the benefits
- setting objectives in full consultation with your staff
- setting strategies for implementation and evaluation
- instituting follow-up strategies to check implementation by everyone.

Evaluation

Once your time management programme is in place, you will need to monitor its implementation and assess whether, in fact, time is being utilised in an effective and efficient manner. This may be done through:

- meetings with members of staff
- questionnaires
- comments deposited in the school suggestion box
- time logs compiled by your individual members of staff.

A warning

Occasionally you find managers who are the opposite of workaholics; they are so expert at delegating that they are, in fact, quite idle. Signs of this are likely to include frequent absences from school, a very clear desk, and they may spend a lot of time with casual visitors. To maintain this position, such people usually have an autocratic management style.

Summary

We hope that through this unit you are now a strong believer in time management, and that you are in a position to identify what constitutes time wasters and time savers in your job. The extent to which you are an effective school head, will depend on your ability to plug time leaks, and to make the best use of all your available time.

Improving Education Management

Better management in schools and in education systems has been given higher priority since the Jomtien conference on education quality. Most of the following publications originate from the Commonwealth Secretariat, or from the Donors to African Education Working Group on the Teaching Profession, led by the Commonwealth Secretariat.

Bloomer, K (1991) *Decentralising the Education System*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Building a School Management Development Programme*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Headteacher Training and Support Programme for Africa*, Reports of three Commonwealth Secretariat/Unesco/SIDA/GTZ regional workshops in Kenya (April 1992), Nigeria (June 1992) and Botswana (March 1993), London, Commonwealth Secretariat.

Commonwealth Secretariat and the World Bank (1991) *Priorities for Improving Teacher Management and Support in Sub-Saharan Africa: An Agenda for the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Summary Report of the Fifth Meeting of the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Country Action Plan Programme*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1992) *Teacher Management and Support*, London, Commonwealth Secretariat.

Coombe, C (1992) *Better Schools: Improving Teacher Management in Africa*, Paper prepared for the Regional Conference of the Commonwealth Council for Educational Administration, Hong Kong, August 1992, London, Commonwealth Secretariat.

Dadey, A and Harber, C (1991) *Training and Professional Support for Headship in Africa*, London, Commonwealth Secretariat.

Halliday, I (1989) *Personnel Information Records and Management Procedures in the National Education System: Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

Halliday, I (1991) *Good Registry Practices*, London, Commonwealth Secretariat.

Halliday, I (1992) *Why Delegate? A Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

McNie, B, White, R and Wight, J (1991) *Headteacher Management Training and the Development of Support Materials*, London, Commonwealth Secretariat.

Valerien, J (1991) *La Gestion Administrative et Pedagogique des Ecoles: Guide pour les Directeurs et Directrices d'Ecole*, Paris, Unesco.

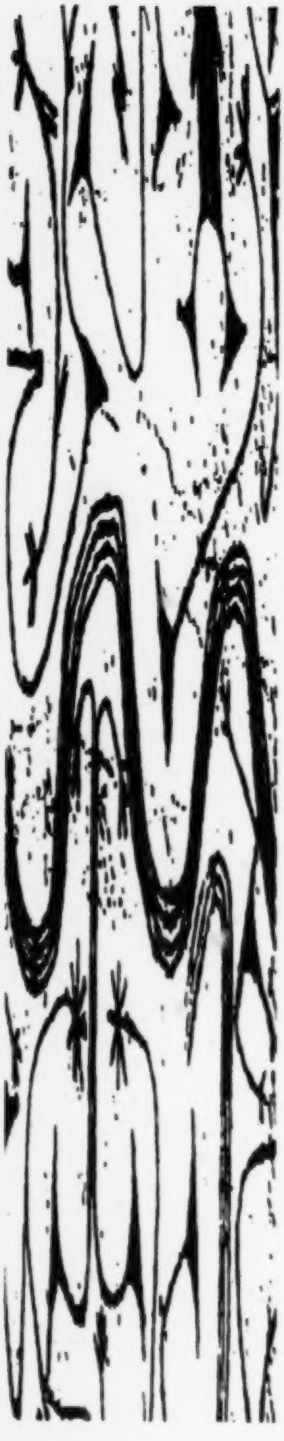
Publications are available from:
Education Programme
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX

BETTER SCHOOLS

Resource Materials for School Heads

Module Two

Principles of Management



Better Schools:
Resource Materials for School Heads in Africa

Principals are in the front line of the battle to create an environment for quality education. But school heads in Africa work under the most difficult conditions, and are often not well-prepared for the tasks they must undertake.

At the very least, an effective principal will be able to:

- manage and deploy school resources efficiently
- allocate school accommodation appropriately
- ensure satisfactory standards of maintenance and cleanliness of school facilities
- guide curriculum implementation and change
- organise staff development in school
- create a professional ethos within the school by involving promoted staff in decision-making.

During 1992, seven Ministries of Education in Africa (in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe), assisted by a further four (in Ethiopia, Sierra Leone, Tanzania and Zambia) produced training modules intended to help school heads in Africa improve their managerial and professional leadership skills. The materials were drafted by writing teams in each country, and critiqued at two regional workshops (Kenya Education Staff Institute, April 1992 and National Teachers' Institute, Nigeria, June 1992). They were then trialled among school heads and inspectors, teacher trainers and district officials in seven countries. The set of seven modules listed below was finally launched at a Commonwealth Africa workshop hosted by Botswana's Ministry of Education in March 1993:

Module 1	Self-Development for Educational Managers
Module 2	Principles of Educational Management
Module 3	Personnel Management
Module 4	Managing the Curriculum and Resources
Module 5	Financial Management
Module 6	Monitoring School Effectiveness
Module 7	The Governance of Schools

These materials were designed to be used in any English-speaking education system in Africa; country-specific versions may be available for some systems. The materials can be used in a variety of contexts: for self-study, distance learning, by peer groups and in workshops, and as a basis for coursework in institutions and faculties of education. They attempt to introduce school heads to important aspects of managing a school, from the most basic to more complex tasks, in a very practical way.

The modules were prepared under the **Training and Support Programme for School Heads in Africa** supported by Ministries of Education in Africa, the Commonwealth Secretariat, Unesco, SIDA and GTZ. Editing, design and production of the training modules was co-ordinated by the Commonwealth Secretariat Education Programme. Related publications are listed on the back cover, and are available from the Commonwealth Education Programme.

Better Schools
Resource Materials for School Heads

MODULE 2

Principles of Educational Management

Commonwealth Secretariat

These materials were prepared co-operatively under the **Training and Support Programme for School Heads in Africa**. Ownership is vested in the following:

Ministry of Education, Botswana
Ministry of Education, Ghana
Ministry of Education, Kenya
Ministry of Education and Culture, Namibia
Federal Ministry of Education and Youth Development, Nigeria
Ministry of Education and Sports, Uganda
Ministry of Education and Culture, Zimbabwe

Commonwealth Secretariat
German Agency for Technical Co-operation (Deutsche Gesellschaft fur Technische Zusammenarbeit [GTZ], GmbH)
Swedish International Development Authority
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Preface

Following the World Conference on Education for All in Jomtien, Thailand in 1990, education ministries, international agencies, and NGOs have agreed action plans to improve the capacity and performance of schools. The plans recognise that the school principal carries prime responsibility for creating an effective educational environment. Without the necessary skills, many heads are overwhelmed by the task.

In Africa, the situation is particularly acute. In rapidly expanding systems, experienced and skilled teachers are customarily appointed to run complex schools without adequate preparation and back-up support. Alex Dadey and Clive Harber improved our understanding of school management by describing the unique work patterns of heads in Africa in *Training and Professional Support for Headship in Africa*. Their work proved that management techniques appropriate elsewhere cannot be imported unmodified into African systems, with their very intricate demands. They also demonstrated that strategies for training and supporting school heads were generally inadequate throughout Africa.

The Commonwealth Secretariat/Unesco/SIDA/GTZ **Training and Support Programme for School Heads in Africa** was initiated by the Commonwealth Education Programme in 1991, following a plea from the Inspectorate in Uganda to find ways of assisting school heads to do their job better. In Africa, it was apparent that local or national workshops, the traditional way of providing training for a relatively small proportion of heads, were clearly inadequate: they were expensive, and could cover only a few heads. (There are perhaps 18,000 school principals in Kenya and Uganda, for example, and over 40,000 in Nigeria.) New strategies were needed. Investigation also highlighted the lack, across Africa, of good quality, comprehensive and user-friendly resource materials on school management. Such materials as were available tended to be outdated, in short supply, and in many cases written in language ill-suited to busy heads. Nevertheless, several countries (Zimbabwe, Uganda and Botswana, for example) had begun to prepare manuals for school principals.

The joint Programme undertook to work with English-speaking African ministries, to analyse the way they trained school heads, given available resources. At the same time, writing teams in seven countries, with the support of their Ministries of Education, began drafting resource materials covering the primary aspects of running a school in Africa. Problems of producing and distributing training materials were also addressed.

Three regional workshops were held, attended in the main by a regular core of Chief Inspectors, Directors of Schools and teacher educators, as well as heads and representatives of associations of school heads. The workshops provided opportunities to share experience, to critique the work of the writing

teams, and to hammer out clearer and more effective strategies for training, and for materials production and distribution. The meetings are described in three reports, available from the Commonwealth Secretariat, which outline the **Training and Support Programme for School Heads** more fully, and give details of related publications on teacher management.

The training modules were written, trialled, edited and designed, and made ready for presentation at the final Commonwealth Africa workshop in Botswana in March 1993. They constitute a remarkable testimony to the possibilities for effective co-operation among education professionals across the sub-continent.

In practical terms, the work has been co-ordinated by the Commonwealth Education Programme. But nothing could have been achieved without the very generous contribution of participating Ministries of Education. Permanent Secretaries have assigned senior ministry staff and school heads to work on the materials; they have committed funds from overstretched budgets to support the writing teams; they have made trialling and testing of the materials possible; and they have released their staff for the regional sessions. My thanks go first of all, therefore, to the Permanent Secretaries of education ministries in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe for their co-operation and unfailing support.

We are of course particularly grateful to the team leaders from those countries for adding an additional assignment to their already heavy schedules, and persisting against very tight deadlines: Mr Reuben Motswakae, Deputy Director, Teaching Service Management, Botswana; Mr John Atta-Quayson, Deputy Director-General, Ghana Education Service; Mr John Lodiaga, Director, Kenya Education Staff Institute; Mr Len le Roux, Deputy Director, Rossing Foundation, Namibia; Professor Etim N E Udoh, Deputy Director, Institute of Education, Ahmadu Bello University, Zaria, and Alhaji Garba S Kuta, Deputy Director (Teacher Education), Federal Ministry of Education, Nigeria; Nigeria; Mr James Nkata, District Education Officer, Mpigi, Ministry of Education, Uganda; and Mr R G Sisimayi, Deputy Chief Education Officer, (Standards Control Unit and Professional Administration), Ministry of Education and Culture, Zimbabwe.

The Programme has demonstrated the practical advantages of working co-operatively. Participating ministries were supported throughout by generous financial contributions from the Swedish International Development Authority, the German Agency for Technical Co-operation (GTZ), and Unesco. Joint funding has made possible the development of a regional strategy to address the needs of school heads, and laid the foundation for bilateral support for national initiatives. We are confident that such partnerships set the tone for future collaboration.

Finally, in the background, three consultants have provided expertise in bringing our work to completion: Richard White of Moray House Institute of Education; Bob Smith of Bristol University's School of Education; and Suzie Rodwell. We thank them all. Responsibility for this work within the Education Programme has rested with Carol Coombe and Jakes Swartland.

Peter Williams
Director
Education Programme
Human Resource Development Group
Commonwealth Secretariat

January 1993

General Introduction

What is our purpose?

It is widely recognised and agreed that one of the key factors influencing school effectiveness is the nature and quality of the leadership and management provided by each school head.

This series of modules has been written to provide school heads with a source of practical ideas about ways in which they may become better managers of better schools. The material does not present much theory; instead each reader is required to draw on their own individual experiences and to evaluate their own circumstances and practices, in order that they may apply the lessons learned in their schools. Like other professionals, school heads need to accept a large measure of responsibility for their own self-development and for the development of their schools.

The extent to which these materials have a practical impact on school quality will only become clear over time, but school heads should fairly quickly be able to identify some examples of how they have changed the way they manage their schools and how their schools are better as a result. Heads may wish to share ideas with their school colleagues, District Education Officers and Inspectors, and discuss with them what they are doing, and how these materials are helping to improve their practice.

Who are the materials designed for?

These materials are written primarily for practising school heads of both primary and secondary schools, whether government or private, with whatever type of curriculum. We hope that principals of other educational institutions, including teacher training colleges, will find these materials of use.

We are not aiming just at newly appointed school heads, undergoing induction. At whatever career stage they may be, school heads know that there is always more to learn. The expression 'You can't teach an old dog new tricks' only applies to those ready for retirement.

Some readers may still be teachers who hope, one day, to become school heads; these materials are also for them.

Management skills are also required by many others involved in education, from the Minister or Commissioner of Education, through to District Education Officers and their staff, inspectors, school governors, private school owners, and even, in some aspects, parents and members of the community. These materials are for readers who belong to any of these groups, and who are interested in improving school performance.

What are the methods of study?

Since these materials are written for a variety of people, let us move from describing readers specifically as 'school heads' to something more direct and personal: 'you'.

Self-directed study: One of the main ways in which we hope you will use these materials will be through self-directed study or open-learning. By self-directed study we mean that you, the readers, choose when and what you want to study. Because everyone has a different background, in the experience we have and in the character of our schools, our learning needs vary considerably. We hope within the seven modules, each of which consists of between five and eight units, you will find something new and relevant to your needs. You may study the modules in any order; indeed many units may be studied on their own.

The modules may be studied by individuals working on their own, or in informal or formal study groups.

Individual study: A large part of our learning takes place on our own, perhaps reading and thinking quietly in school, or even at home. We hope that these materials will be available for you to do this. Then you may select what you want to learn, in the order and at the pace of study you choose. In this way you are not put under any immediate external pressure, but may work out for yourself what may best apply to you and your school.

Informal study groups: Of course you do not have to study these modules only on your own. The materials could and should be used by you with other heads in your locality, coming together informally, in peer groups or study circles, perhaps at a local teachers' centre, to review your work and share ideas. Within your own school members of staff would benefit by looking at topics together. If you have a school development committee the materials should prove a useful source of ideas. The materials could also be used by your Association of School Heads, either at district or national level, during workshops or at your annual meetings. Your association might appoint from the members a training officer, to be responsible for initiating, facilitating and co-ordinating training programmes.

Formal groups: These materials can also be used in a more systematic way to cover all school heads at formal workshops organised by District Education Officers, or for more advanced specialist courses, by a national management training institute, a teachers' college or a university faculty of education.

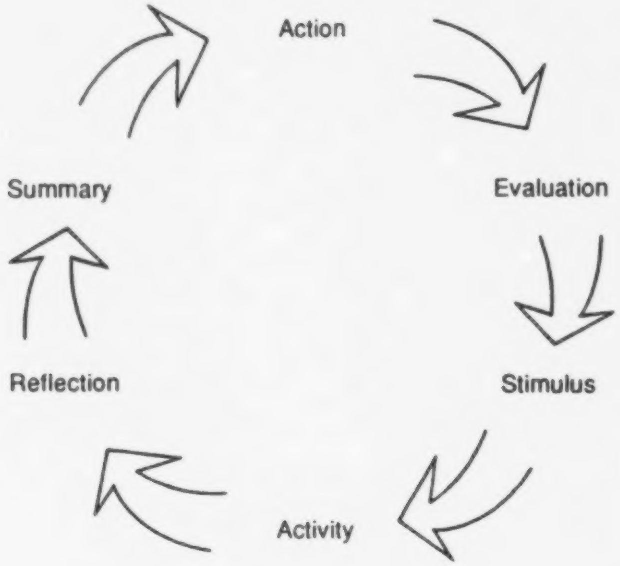
Distance learning: These materials can also be adapted for distance-learning courses and for use by the media, whether in print or broadcasting.

How is the content related to change in schools?

These resource materials are written in an interactive style which requires your participation. More than that, they require a commitment on your part to introduce into your school beneficial changes, which are relevant, cost-effective and accepted by your staff, pupils and community.

Each unit contains a variety of stimuli which are intended to get you thinking, to capture your interest and to open up the topic. These include activities like drawing up checklists, answering questions, gathering data, and discussions with your colleagues, whether teachers in your school or other heads. Whilst you are doing the activities you will be involved in reflection, in which you are encouraged to think through issues, to reconsider standard practices, and to seek alternative solutions to solving problems. Within the units there are regular commentaries which draw together loose ends and consolidate principles. The study of these resources will not be complete until there is some action by you in the way in which your school is organised and managed, following guidelines included in each unit. Evaluation, especially self-evaluation (which also relates to the concept of reflection above) is the last element in this cycle.

The cycle of learning within each unit is illustrated below:



How are the modules and units organised?

Each module has a standard general introduction (which you are now reading) and an introduction which is specific to the unit.

Each unit is written in a standard form, as follows:

Introduction: This provides an overview of the contents of each unit and provides a link between the units in the module.

Individual study time: An estimate is given of the amount of time you will require to study the unit on your own, including all of the activities. Of course, if you are working in a group it is likely that more discussion will be generated, and thus more time will be required.

Learning outcomes: These provide a series of statements about what you might expect to cover and learn if you complete a unit.

Activities: These require your involvement, perhaps by drawing on your experience, or through the gathering of data. Sometimes an activity comes at the start of a section, and sometimes an activity follows a piece of text. It is important that you do all the activities, as they form the core of each unit and provide the basis of the interactive approach to learning used here. As the activities vary considerably in character you should read the instructions carefully.

Comments: Avoid looking at the sections which follow most of the activities until you have completed each one. The comments are intended to provide a discussion of some of the points you may have identified in the activity. They are not intended as model answers.

Summary: This appears at the end of each unit to pull together the ideas which have been brought out.

Reference materials

None of the modules can be studied without access to other materials, the most important of which should already be at hand in your school or at your local District Education Office.

Important materials published in your country or available in your school include:

- the constitution
- education acts
- by-laws relating to your state, region or district
- civil service rules and regulations
- executive instruments on education
- policy papers, guidelines and circulars from the Ministry of Education
- code of conduct for teachers
- the constitution of the board of governors or school committee
- annual reports, speeches, exam results, pupil/staff data, etc.
- school account books, stores ledgers, rules and regulations, timetables, circulars, report forms, minutes of meetings, etc.
- pupils' exercise books and work.

You should also look out for books about the history and development of education in your country, and within Africa. In addition there are usually many useful articles on current educational issues in newspapers and magazines, and on radio and TV.

You should also have to hand a good dictionary.

Readings

In addition there are very many books on management, including educational management. We would suggest you look for these in your local bookshops and libraries; it is possible that the Association of School Heads in your country produces an up-to-date list of current management materials and where they may be obtained.

However, it is unlikely that many titles will be readily available to the average school head, particularly those in rural areas. We hope that the

publication of these modules will encourage more people to write complementary texts and for publishers to ensure the availability of relevant books on educational management wherever schools are located.

Here we have limited the list of books to those written specifically for educational managers in Africa.

ADESINA S (1990) *Educational Management*, Enugu: Fourth Dimension

ASIEDU-AKROFI K (1978) *School Organisation in Modern Africa*, Tema: Ghana Publishing Corporation

CHUNG F (1988) *Basic Principles of Administration*, Harare: College Press

FAGBULU A M (1972) *Administrative Practice for Teachers*, Ibadan: Evans

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Handbook on Training Methods in Educational Management*, Harare: Unesco

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Book of Readings in Educational Management*, Harare: Unesco

MBITI D M (1976) *Foundations of School Administration*, Nairobi: Oxford University Press

MUSAAZI J C S (1982) *The Theory and Practice of Educational Administration*, London: Macmillan

OZIGI A O (1977) *A Handbook of School Administration and Management*, London: Macmillan

Contents

Your first step should be to examine the following list of contents to select those modules and units you feel you may wish to study. At the start of each unit there is an introduction and a set of learning outcomes which should enable you to decide quite quickly whether the material is likely to be of value to you.

	Individual study time
Module 1: Self-Development for Educational Managers	**22**
Unit 1: School mission, values and objectives	5
Unit 2: Styles of management	3
Unit 3: Needs identification	6
Unit 4: Job analysis	4
Unit 5: Time management	4
Module 2: Principles of Educational Management	**20**
Unit 1: Introduction to educational management	3½
Unit 2: Government organisation and functions	2
Unit 3: The functions of school management	3
Unit 4: Human and public relations	3
Unit 5: Delegation in a school	2
Unit 6: Communication and negotiation	2
Unit 7: Decision-making and problem-solving	2
Unit 8: The management of change	2½
Module 3: Personnel Management	**24**
Unit 1: Staff selection	3
Unit 2: Staff development	3
Unit 3: Staff motivation	3
Unit 4: Staff appraisal	3
Unit 5: Staff supervision and discipline	3
Unit 6: Keeping staff records	3
Unit 7: Managing meetings	3
Unit 8: Managing conflict	3
Module 4: Managing the Curriculum and Resources	**25**
Unit 1: Establishing the curriculum	2
Unit 2: Timetabling	3
Unit 3: Organising resources to support the curriculum	3
Unit 4: Selecting and managing textbooks	4

Unit 5: Libraries, media and low cost teaching aids 4
Unit 6: Examinations, testing and record-keeping 3
Unit 7: Resource maintenance 3
Unit 8: Finding financial resources 3

Module 5: Financial Management 32
Unit 1: Sources of school funds 3
Unit 2: School budgeting 6
Unit 3: Mobilising financial resources 3
Unit 4: Basic framework and mechanism of financial management 6
Unit 5: Expending and accounting for school funds 7
Unit 6: Auditing school account books 7

Module 6: Monitoring School Effectiveness 13
Unit 1: Indicators and characteristics of school effectiveness 3
Unit 2: The rationale for evaluation 2
Unit 3: Evaluation techniques 4
Unit 4: Planning a programme of evaluation 2
Unit 5: Using evaluation findings 2

Module 7: The Governance of Schools 21
Unit 1: Defining the parameters of school governance 1
Unit 2: Legal basis of school governance 3
Unit 3: School managers and governing bodies 4
Unit 4: Relationships between schools and other agencies 3
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Principles of Educational Management

2

Introduction

The task of running a school requires imagination and common sense. But there are also certain principles of management which can provide useful guidance for the practising school head, and a number of these are examined in this module. The principles covered here include: aspects of human and public relations, communications, delegation, decision-making and problem-solving. We hope that the module will encourage you to reflect on your own performance and consider ways in which you might improve your own school management processes to become more effective in your role as school head and as a manager of change.

Individual study time: 20 hours

Objectives

After working through this module you should be able to:

- discuss the contribution which management theory can make to understanding management practice
- relate your responsibilities and duties as a school head to the functions of the central government ministries and organisations responsible for education
- differentiate between the main functions of the head of a school and identify some of the tasks associated with each
- understand the importance of good human relations and communications in promoting a suitable working environment for teachers, pupils and non-teaching staff in a school
- outline the importance of delegation and outline the key principles and procedures involved in delegation in schools
- explain decision-making and problem-solving and list the major factors which contribute towards effective practice
- describe the nature of the change process and identify the key management functions and tasks associated with the effective management of schools.

Units

Unit 1: Introduction to educational management *$3^1/_2$ hours*

In this you will learn about some theoretical perspectives on management and identify key concepts and principles. A deeper understanding of the nature of educational management should enable you to improve your practice as a school manager.

Unit 2: Government organisation and functions *2 hours*
Here you will find out about the nature of government as an organisation, and how it may well affect the quality of management in your school. You are encouraged to apply the general principles of management introduced in Unit 1 to the running of public affairs in your country.

Unit 3: The functions of school management *3 hours*
The major functions of management include planning, organising, directing, supervising and evaluating. In this unit you will examine how they relate to each other and how together they describe the role of the school head.

Unit 4: Human and public relations *3 hours*
As school head you are responsible for a large number of people and you must therefore know something about the behaviour of people in organisations and how best to motivate people to ensure the success of your school.

Unit 5: Delegation in a school *2 hours*
As a manager of your school you need to be well aware that you cannot achieve your goals and objectives if you do all the tasks alone. In this unit you will consider the process of delegation, considering its importance and some of the barriers to its effectiveness.

Unit 6: Communication and negotiation *2 hours*
Communication is an essential part of management and here you will learn about the concept of communication, different forms of communication, and the importance of effective communications for staff meetings and negotiations.

Unit 7: Decision-making and problem-solving *2 hours*
Here you will focus on these two key management functions and examine some of the major factors which contribute towards effective decision-making and problem-solving.

Unit 8: The management of change *2½ hours*
In the final unit, you will consider the nature of change in schools and focus on your role in bringing about change. It is suggested that the effective manager of change is one who adopts strategies derived from many of the management principles and practices explored in the earlier units of the module.

Contributors

This module was written by a team in Kenya:

Mr J Lodiaga **(Team Leader)**	Director, Kenya Education Staff Institute (KESI)
Professor J M Waithaka	Director of Education
Mr T M Sitima	Chief Inspector of Schools
Mrs E S Masiga	Deputy Chief Inspector of Schools
Mr E M Kiugu	Assistant Director of Education i/c Staff Development
Mr P C Sande Jowe	Assistant Director of Education i/c Teacher Education
Mrs J Nzomo	Principal Staffing Officer, Teachers' Service Commission
Mr S K Kibe	Secretary, Kenya Secondary School Heads' Association
Mr S S Maneno	Principal, Lenana School
Mr J Githaiga	Retired School and College Principal
Mr B Makau	Retired School Principal
Professor J O Olembo	Department of Educational Planning, Administration and Curriculum Development, Kenyatta University

Introduction to Educational Management

1

Introduction

In this first unit we introduce some theoretical perspectives on management and examine a number of key management concepts and principles. We believe that a deeper understanding of the nature of educational management will enable you to improve your practice as a school manager.

Individual study time: 3 hours 30 minutes

Learning outcomes

After working through this unit you should be able to:

- discuss the contribution which management theory can make to understanding management practice
- explain the meaning of the terms: management, organisation, administration, supervision, and leadership in education
- understand how to apply knowledge, skills and attitudes in educational management to enable more effective and efficient planning of resources for use in your school, organising and co-ordinating of school programmes, projects and activities, and directing, controlling and evaluating of the teaching and learning processes in school.

Concepts of management in education

Management can mean different things to different people at different times, and a variety of definitions have been offered. The term 'management' itself, derives from the verb 'to manage', which can mean:

- to handle
- to control
- to make and keep submissive
- to organise
- to alter by manipulation
- to carry out for a purpose.

Activity 1.1

(1) Give an example of how you manage your school in the way suggested by each of the above meanings.

(2) Which of these meanings most closely matches the way you manage your school? *15 minutes*

Comments

Some of the meanings given above appear almost offensive. Do you really, as a head, make and keep your staff and pupils submissive? These terms suggest to us a variety of styles of management, some of which will be more acceptable and productive than others.

Another way people talk of management is to describe it as an art, a science, an organisation, a person, a discipline, or a process.

Let us consider each of these in turn.

Management as an art

As an art, management is about carrying out organisational functions and tasks through people. This art involves the application of techniques in:

- human and public relations
- the delegation of an authority: assigning and sharing responsibilities and duties
- communication: including decision-making and problem-solving
- managing change.

Management as a science

Management here is concerned with establishing a philosophy, laws, theories, principles, processes and practices which can be applied in various situations, including schools.

Management as an organisation

As an organisation, management is about creating formal structures and an establishment based on a mission (or goals), objectives, targets, functions and tasks. For example, social and welfare organisations in government management can refer to education and health services, whilst public security management services could refer to the police and military.

Management as a person

Managements may be seen as a person or a group of people. For example, a teacher could say 'The school management has changed the timetable in the middle of the term'. This could be referring to you, as the head alone, or to all the senior staff, or it could refer to the members of the board of governors or school committee. In schools with several promoted staff a 'senior management team' might be formed in much the same way as a government has a cabinet of ministers.

Management as a discipline

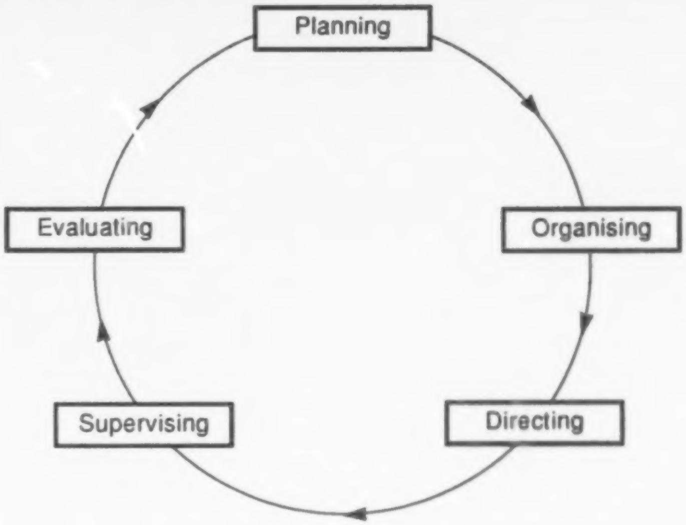
In this sense, management is a field of study with various subjects and topics. Knowledge, skills and attitudes in management can be acquired through learning, from experience and from certificated courses.

Management is a collection of processes, including such things as decision-making, problem-solving and action-planning. These processes involve the management of resources including human, material, financial and time. These processes are also known as the functions of managers.

The functions of managers

We will briefly examine five main functions of managers, namely: planning, organising, directing, supervising and evaluating. These may be seen to form a management cycle as shown in Fig 1.

Fig 1 A cycle of management functions



Planning

If you have studied Module 1, *Self-Development for Educational Managers*, you will have learned that the first action of a school manager is to identify the mission of the school and to set the objectives. The head will then need to identify different strategies by which to achieve the agreed mission and objectives. Through the planning process the head aims to manage an efficient and an effective school. Efficient means using minimum resources to get maximum results on time. Effective means to achieve the set of objectives. The third part of the planning stage is thus to decide on an appropriate strategy.

Organising

Organising involves putting in order of priority and preference the resources which are available. An Action Plan is needed in which actions and activities are scheduled. In order to give the plan 'teeth', targets are set. These targets should be quite easily attainable within a short period of time.

Directing

The manager needs to direct the implementation of the plan. He or she should provide leadership by delegating duties and responsibilities to staff, and by motivating them. The directing process also involves co-ordinating and controlling the supply and use of resources.

Supervising

The manager will need to supervise the work which is being done, ensuring that activities are carried out in line with agreed standards, and taking steps to correct problems.

Evaluating

The final part of the management cycle is to assess the results and compare them with the set targets and objectives. The performance of all the staff including the managers should be assessed. The feedback is needed in the adjustment of future plans.

Activity 1.2

(1) How useful do you find these views of management?

(2) Reflect on the processes followed in your school, noting down strengths and weaknesses in your management practice.

10 minutes

Comments

We hope that you are now beginning to have a better understanding of the nature of management and the range of processes you undertake in your role as manager. We will be commenting on management role and functions later in this unit and again in Unit 3, 'The Functions of School Management', when we will encourage a more detailed diagnosis of school management functions. But first, let us look further at management theory and principles.

Principles of educational management

A principle is a generally accepted truth, which is based on experience and the available information. Henri Fayol (1916) listed fourteen principles of management with regards to human activities. They were:

- division of work
- authority, responsibility and accountability
- discipline
- unity of command
- unity of direction
- centralisation; decentralisation
- scalar chain (the chain of command in an organisation)
- remuneration of personnel
- subordination of individual interest to general interest
- equity
- stability of tenure of personnel
- initiatives
- ésprit de corps
- span of control or order.

These principles derive from industrial management in a Western context. Are they relevant in managing education in your country today? Look at current practices. Is there any evidence for the application of some of the above principles of management? Yes indeed, two principles popularly practised are:

Span of control

This means the optimum number of subordinates reporting to the same supervisor. It is often suggested that this number should be between five to eight; one person cannot effectively supervise above this supposed limit, and some delegation may be appropriate.

Co-ordination

This principle highlights that effective organisational performance is achieved when all persons and resources are synchronised, and given directions. This implies deliberate planned action towards the achievement of specific goals or policy objectives.

Activity 1.3

Can you give examples and illustrations of applications of the principles of management in your school?

15 minutes

Comments

You may have noted the principle of division of work. The idea of specialisation in all kinds of work, both management and technical, is widely upheld. For example, in primary education, we all have a responsibility to provide quality education for the pupil. Our roles at different levels as a teacher, school head, school inspector, Director of Education, are indeed based on this principle of division of work! Within your school there will be some clear divisions of work and it is not uncommon to find educational organisations in many countries structured into:

- policy formulation units: to make and regulate policies
- planning/development units: to translate policy into action – policy to goals and objectives in relation to resources
- implementation of policy units
- evaluation and monitoring units.

So it will be seen that there is some universality in Fayol's principles of management. However, some writers consider that the special characteristics of educational organisations imply caution in too readily applying management models or practices drawn from non-educational settings. Let us look further at the idea of schools as organisations.

The school as an organisation

Activity 1.4

Draw the structure and establishment chart for your school starting with the chairman of the school committee or governing body and ending with the position of the pupil. Preparing the chart should assist you in understanding the nature of your school as an organisation.

20 minutes

Comments

A manager works for and is part of an organisation. Educational institutions are organisations. Your school is an organisation.

The word organisation comes from the word organ, and organs are living things. Your eye is an organ; so is your ear, mouth, heart, kidney, liver and many others. All these organs have specific work to do. A healthy living body has all its organs working properly. A healthy society has all its organisations working well in relation to one another. Societies set up organisations to do specific work. An organisation is thus the result of the grouping of work and the allocation of duties, responsibilities and authority to achieve specific goals.

In the management of education, it is important that the school head understands that a school as an organisation has a specific purpose.

We can summarise some important organisation concepts in terms of the following:

Mission and objectives of the organisation

Functions of the organisation: What the organisation is supposed to do in order to achieve the goals.

Responsibilities and duties: People in various positions in the organisation have to carry these out. These responsibilities and duties are worked out from the functions: responsibilities would include broad statements of the job; whereas duties are the day-to-day jobs arising from the responsibilities.

Tasks: These are specific activities within a duty.

Standards: These describe the amount and the quality of products from the organisation.

Targets: These are the amount and quality of products which an organisation wishes to give out over a given time. For example, a school which can enrol 105 pupils in Grade 1 can hope to have at least 90 of those pupils completing seven years of primary education.

You will come across many more terms about management and organisations during the course of this module, but we hope by now that you are beginning to appreciate how an understanding of the key concepts and principles of management may help you to improve your performance as a school manager. As the summary of the concept of organisation highlights, a starting point for examining whether a school 'works properly' is to clarify its purpose as an organisation. Typical organisations have the following aspects clearly stated and understood by all the people in them and those who have interest in them:

- title of the organisation: its name, logo or symbol or emblem or badge or trade mark, motto, location and address
- the mission statement and objectives of the organisation
- functions of the organisation
- expected results and products.

Activity 1.5

State the following about your school: name, motto, logo; current mission statement and objectives; its functions; its expected and actual results for the last three years. If your school has none of these, it is maybe time you initiated them.

20 minutes

Comments

Efficient and effective schools are strongly guided by their emblems and mottos. An efficient school head uses the minimum number of people, materials, machines, equipment, money and time to get maximum results. Efficiency in management is important because there will nearly always be an inadequate supply of resources for any job.

An effective head is able to produce expected results in a school. Factors used in judging an effective school include:

- excellent achievement by many pupils in examinations
- excellent performance in games, sports, athletics, drama, debates, music festivals, etc.
- well behaved pupils
- the success of past pupils.

Your management practice can improve the efficiency and effectiveness of your school. We will be examining the concept of school effectiveness and the head's contribution towards this at a number of points in these Modules, particularly Module 6, *Monitoring School Effectiveness*.

Activity 1.6

There are many different types of organisations. Note down some of the similarities and differences between a school, a hospital, a bank, in terms of the organisation concepts discussed earlier. What might be the implications of these for management practice?

20 minutes

Comments

You may have noticed in comparing a school to a hospital that they are both service organisations, albeit with different client groups. Schools serve healthy people to change their behaviour. Hospitals serve unhealthy people to become healthy. Other organisations like banks aim to make a profit as they serve people. Some private and commercial schools also operate like banks. Other distinctive characteristics of educational management concern the objectives, which may be hard to define, and the fact that outcomes are rather difficult to measure. Another point relates to the time available for managerial activities, a point which may become clearer when we look at the role of the head.

The role of the head

As a school head, you fulfil a number of important roles. Your role ultimately involves changing the behaviour and attitude of each pupil. It is recognised that you get this job done through other people. This is the management role, and the key focus of this unit so far has been to explore the nature of the management practices which make up this role.

Activity 1.7

Note down some other major roles which might describe the way a school head undertakes his or her job.

10 minutes

Comments

The roles you noted might have included the following:

- administrative
- leadership
- supervising
- pastoral
- change agent.

We will be commenting on many of the functions associated with these various roles subsequently in this module. Here we attempt some clarifications of the administrative and leadership roles to conclude this introductory unit.

Administration and management

Pause for a moment and consider what you think to be the difference between administration and management.

Some people use management to mean administration. However, management in an organisation involves planning, designing, initiating actions, monitoring activities and demanding results on the basis of allocated resources. It is policy making, policy control and monitoring. Administration on the other hand involves implementation of the policies, procedures, rules and regulations as set up by the management.

A school head plays the role of an administrator in the implementation of policies on education within the country.

You will need, for example, to be familiar with educational policy statements, such as:

- the language policy in education as stipulated in the constitution of the country
- policy statements on promotion and provision of education services as stated in the education laws
- policy statements on education by government officials especially those on code of conduct for pupils and for teachers; curriculum development, implementation and evaluation.

Supervision and leadership

In addition to the managerial and administrative role, the head has a supervisory and a leadership role.

Activity 1.8

Suppose you are appointed a head of a school where results in Mathematics for Grade 7 have been poor for the last five consecutive years. Suggest any three supervisory and any three leadership steps you would take towards the improvement of the Mathematics results in the school.

20 minutes

Comments

Leadership: This involves the use of authority, power and influence in the process of managing and administering resources at work to produce results.

Supervision: This involves doing the job itself; and showing others how to do it and checking that the job is well done.

Remember that an effective supervisor explains what is to be done, who is expected to do it, how it should be done, when it is to be done and the consequences of a good job done. On the other hand, an effective leader sets the targets and the standards. Success or failure in doing the job is measured against the set targets and standards.

Summary

In this unit we have introduced different perspectives on educational management, highlighting key concepts, principles and processes of management and administration. We hope that you have been able to relate the discussion so far to your own experience as a school head and that you have started to reflect on your role and functions as a manager.

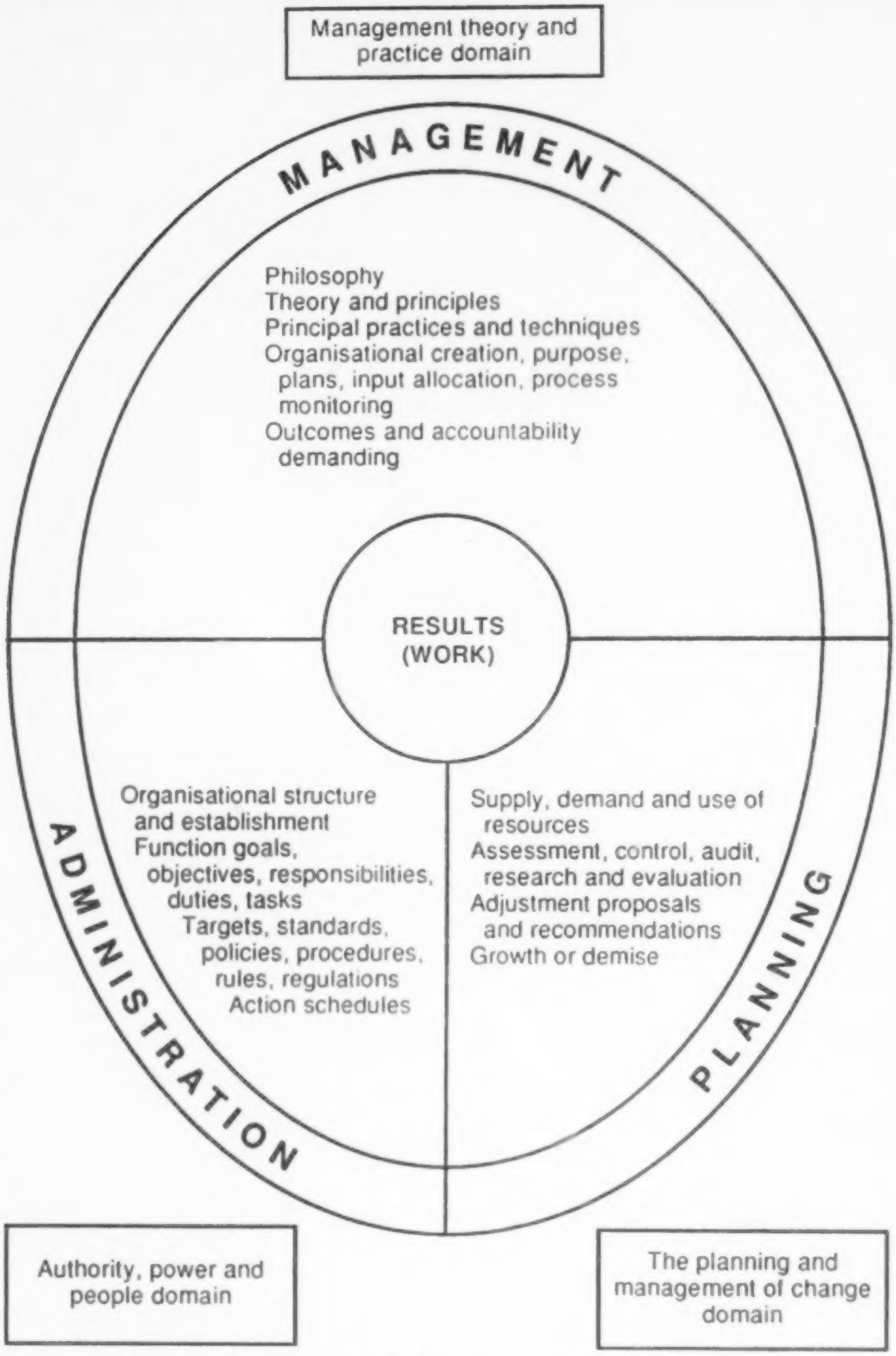
A summary of many of the key features of management is presented schematically in Fig 2, The Egg Model of the Management Cycle. This shows three major inter-related domains, influencing results. The three domains are:

1 Management: theory and practice;
2 Administration: authority, power, influence and people;
3 Management of change: planning, research, evaluation, development and growth.

The Shell and Membrane represent: management; administration; planning
The Egg Albumen represents: elements of the process of management; adminstration; planning and development
The Egg Yolk represents: results; yield; outcomes

These features are discussed in greater detail in the subsequent units of the module and in other modules. Before exploring the various elements of school management in greater depth in Unit 3, Unit 2 focuses on the wider organisational context within which schools operate – government organisation and functions.

Fig 2 The Egg Model of the Management Cycle


Management theory and practice domain
MANAGEMENT
Philosophy
Theory and principles
Principal practices and techniques
Organisational creation, purpose, plans, input allocation, process monitoring
Outcomes and accountability demanding
RESULTS (WORK)
ADMINISTRATION
Organisational structure and establishment
Function goals, objectives, responsibilities, duties, tasks
Targets, standards, policies, procedures, rules, regulations
Action schedules
PLANNING
Supply, demand and use of resources
Assessment, control, audit, research and evaluation
Adjustment proposals and recommendations
Growth or demise
Authority, power and people domain
The planning and management of change domain

Source: J. Lodiaga, Kenya Education Staff Institute, Nairobi, Kenya (1989)

Government Organisation and Functions

2

Introduction

In Unit 1 you were introduced to the concept of the school as an organisation. In this unit, we will look at the government as another type of organisation and how this is likely to affect the quality of management in your school. The unit should also enable you to relate the application of the general principles of management to the running of public affairs in your country.

Individual study time: 2 hours

Learning outcomes

After working through this unit you should be able to:

- relate your responsibilities and duties to the functions of the central government ministries and organisations responsible for education and training
- advise teachers on their roles, responsibilities and duties in relation to functions of government
- promote responsible citizenship based on your understanding of the legislative, administrative and judicial provisions in your country
- abide by the laws of the land while discharging your official executive duties.

What is government?

A government is the part of the organisation of a state which has powers to legislate, that is to make laws. The purpose of a government is to promote and propagate justice for all the citizens of a country for the public good.

The legal framework of a government is the constitution of the country. A constitution describes all the constituent parts of the government, their composition and their powers and functions. It also states and guarantees the fundamental rights and freedoms of each individual.

Activity 2.1

It is important that you should realise that as a head you have a local role in determining the quality of government in your country. Explain how this might be and how you may also influence the attitude and behaviour of the pupils and teachers, as well as parents and members of the public, towards the government. *10 minutes*

Comments

You may help to determine the quality of government locally through voting, but also as a community leader. Although some people maintain that the social position of the head in the local community has diminished in recent years, this depends on the view heads have of themselves and what they can, and perhaps should, contribute to the wider community. You should be able to think of many cases of heads who have done this, and usually you will also find that their schools are recognised as good. By involving staff and pupils in the management of your school you will be demonstrating in a practical way how (on a smaller scale) democracy may work.

Unitary and federal systems of government

Decentralisation

Three different types of decentralisation may be recognised:

Deconcentration: The dispersion of authority to branch offices, for example, the payment of teachers' salaries at district level.

Devolution: Powers transferred by law to sub-national bodies, for example, tax raising powers given to local authorities.

Delegation: Central powers 'lent' to local authorities (but readily revoked without legislation), for example, district education offices responsible for the opening of new schools.

In unitary systems of government, the central authority has all the principal powers of the state. The decentralisation of functions to regions may be done through deconcentration, devolution and delegation from the central authority. Examples of unitary states include Ghana, Kenya, Namibia and Zimbabwe.

In federal systems of government, provinces or states have powers delegated by the constitution. Nigeria, Pakistan and the United States of America provide examples.

With increased demands for democracy, for people to take more decisions on matters affecting their lives, many unitary systems of government are increasing levels of decentralisation of some powers and functions to the administrative regions, districts and local authorities and also to schools.

Activity 2.2

(1) Do you have a federal or unitary system of government in your country?

(2) Give three examples of how authority has been decentralised in your country.

15 minutes

Comments

In many countries governments still maintain quite tight central control over most aspects of education. However, there are, increasingly, moves to provide more local management and authority to schools. The examples you have given of decentralised authority will depend very much on the political situation in your country. In countries with limited decentralisation schools may be allowed to:

- choose their own textbook titles (from a prescribed list)
- select their own teaching staff (within a prescribed establishment)
- decide on when the staff may take their annual leave.

In countries with considerably more decentralisation schools may be allowed to:

- decide how the school budget is distributed
- select their own teaching staff
- raise funds for the school.

The arms of government

Many countries have three main arms of government. In management, this is a principle involving the separation of powers. The three arms are:

- the Legislature
- the Judiciary
- the Executive.

The Legislature

Parliament is made up of the President of the Republic and the National Assembly. Elected, and maybe also nominated, Members of Parliament who belong to various political parties constitute the National Assembly.

Subject to the provisions of the Constitution, Parliament has the power to make laws for the peace, order, liberty and good governance of the country. Its main functions are:

- legislation and formulation of policies
- control of the public budget and expenditure
- control of the executive
- representation of the people on matters of national concern. (Note: in some countries, presidential directives become law without being debated by Parliament. However, this arrangement depends on the presidential powers in the constitution.)

The Speaker presides over meetings of the National Assembly. The Speaker is elected from among persons who are members of the National Assembly, excluding the President, Vice-President, Ministers, Deputy Ministers, and the Attorney-General. The Speaker is an ex-officio member of the National Assembly.

The Principal Administrative Officer of the National Assembly is the Clerk. He is responsible for the management of the staff of the National Assembly, its finances, and all other matters relating to the operation of the National Assembly.

The Judiciary

The judicial arm of government settles disputes which arise out of the laws made by the Legislature. When such laws are administered by the Executive, disagreements inevitably occur, which need to be settled by an independent body, the Judiciary. This should ensure that justice prevails. Laws are intended to guide and regulate the behaviour of individuals in society for their own common good, and to serve individual interests without fear or favour. Justice is administered in courts of law where civil and criminal cases are heard before a judge or magistrate and with lawyers arguing for each side: the prosecution and the defence.

The Chief Justice and other senior judges are appointed by the President on the advice of the Judicial Service Commission, where such exists. Once appointed, it is not easy to remove a judge. The security of tenure for the office of the judge is stated in the constitution. The Chief Justice is usually the head of the Judiciary.

TYPES OF DISPUTES

Civil disputes between individuals and the state may be settled through the courts according to the provisions of the law. The individual is protected against the excesses of government through the arbitrary action of government officials. Civil disputes may also occur between individuals.

In criminal cases, the state prosecutes a person for an alleged crime. The sentence for those found guilty is within the discretion of the court.

Thus the Judiciary acts as the guardian of the constitution in both civil and criminal matters. The Judiciary makes sure that the action of the officials of the Executive are in accordance with the provisions of the Constitution. Thus it is that Acts of Parliament are seen to be constitutional in both word and deed.

JUDGES

Independence of the Judiciary is ensured through the security of tenure of judges. Salaries for judges are a permanent charge on the Consolidated Fund and are not subject to debate by Parliament in the National Assembly, except where the salaries of judges as a professional body are to be reviewed. Sub judice cases, that is cases which are before the court, are not subject to discussion outside courts. Questions and debates in the National Assembly concerning cases in court are not allowed by the standing orders. Like Members of Parliament in the National Assembly, judges in the courts enjoy special privileges and cannot be sued for anything they do while officially discharging their duties. Any judge or magistrate can decide a case without any fear of recrimination for the decision made in a court of law. Decisions made by judges are legally binding and cannot be criticised in public. Such decisions can be reviewed in a superior court of law on appeal by the aggrieved parties. People may be tried and convicted for contempt of court when they are found accused of discussing sub judice cases outside the law courts.

Module 7, *The Governance of Schools*, also touches on the relationship between schools and the law.

The Executive

The executive arm of the government administers and enforces the laws which are enacted by the National Assembly. The Executive consists of:

- the President, who is the Head of State and Government; the Commander-in-Chief of all the Armed Forces
- the Vice-President (or the Prime Minister in some countries)
- Ministers and Deputy Ministers: all these are members of the National Assembly
- all public servants.

In some countries, teachers and Education Officers are all employees of the Public Service Commission. In other countries, teachers are employed by a Teachers' Service Commission. In any case, all civil servants, judges, teachers, doctors employed by the government and its agencies are public servants.

Some of the important bodies in the Executive include:

- the Cabinet and Government Ministers
- the Office of the Attorney-General
- the Public Service
- local authorities
- parastatals – government agencies and state corporations
- non-ministerial departments: the Exchequer and Audit Department.

THE CABINET

The Cabinet consist of the President, the Vice-President, Ministers and the Attorney-General. The function of the Cabinet is to assist and advise the President on matters pertaining to the running of the country. The Cabinet considers and formulates the entire government policy. In the Cabinet, the principle of collective responsibility to the National Assembly is emphasised. All things done by or under the authority of the President, the Vice-President or any other Minister in execution of their office may be regarded as the best joint effort of the government. The members of the Cabinet are expected to act together as a team and speak with one voice.

THE ATTORNEY-GENERAL

The Attorney-General or Solicitor General in some countries is an ex-officio member of the National Assembly. He or she is the principal legal adviser to the government and is a member of the Cabinet with ministerial status. All the legal needs of government ministries and departments are provided by the Attorney-General's chambers. The security of tenure of the office of the Attorney-General is provided for in the Constitution.

(Note: The head of a government school may have the representation of the Attorney-General in all legal matters of an official nature.)

THE PUBLIC SERVICE

The Public Service is made up of the civil service, the local authorities and the parastatal government agencies. The Public Service Commission is the personnel agency of the government, involved, for example in all recruitment and disciplinary matters.

LOCAL AUTHORITIES

These are composed of elected councillors, who are expected to control and administer local government areas. The types of local authorities which exist varies between countries and may include: County or District Councils, and Municipal, Town or City Councils.

The overall policy operations and functions of the local authorities are usually co-ordinated by a Ministry of Local Government.

PARASTATALS

These government agencies are state corporations which are established through Acts of Parliament in pursuance of government policy. The corporations are manned by non-civil servants but in close co-operation and under the supervision of the parent government ministries.

MINISTRIES

The civil service in many countries is divided into ministries and departments. Each of these is responsible for some particular aspect of government activity.

The political head of the government ministry is the Minister, who is constitutionally and politically responsible and accountable to the National Assembly for its operation. The Minister is responsible for the general policy, direction, and control of the ministry.

The Permanent Secretary is the administrative head of the ministry. In some countries, the Permanent Secretary is called the Principal Secretary. The Permanent Secretary is the chief executive, accounting officer, and the authorising officer in a ministry for all operational and administrative functions. Beneath the Permanent Secretary there are Directors who provide professional advisory services to the Permanent Secretary and to the Minister, as well as administer their fields of responsibility.

There are many different types of ministries, which may be broadly categorised into:

Government policy co-ordination ministries: These are primarily concerned with the formulation of high level policy and co-ordination of functions and operations of other government ministries and departments. These ministries include: the Office of the President, the Office of the Prime Minister, the Treasury, the Ministry of Planning and National Development, the Ministry of Local Government and Regional Administration.

The service and welfare ministries: These include Education and Culture, Health, Public Works, Agriculture, etc.

The structure of a government ministry may vary in matters of detail between countries but generally, in most ministries, below the Permanent Secretary, there are: one or more professional or technical divisions dealing with specialised areas, such as school inspection and curriculum support services. For example, administrative divisions to deal with Finance, Accounts, Supply Services, Personnel Matters, Planning and Development, Research and Evaluation. These may be headed by a Deputy Secretary or Under Secretary.

Within each ministry there will be ministerial management committees, for example:

- a Consultative Committee chaired by the Minister
- a Management Committee chaired by the Permanent Secretary
- an Advisory Committee and Tender Board chaired by the Deputy Permanent Secretary
- a Training Committee

- Directorate Management Committees for each of the various professional/technical groups.

All these committees exist to ensure the effective management of a government ministry. Task Forces and ad hoc committees may also be set up to look into specific problems and issues.

Activity 2.3

Obtain an organisation chart for the Ministry of Education in your country. Indicate clearly your position on the chart and the lines of communication between you and the Minister.

15 minutes

Summary

In all systems of government all ministries and departments are under political direction. In democratic systems, where the party in power has been chosen by popular vote in a public election held in free competition with other parties, Acts of Parliament and other statutes provide the rules which define how the education system is to be organised and managed. All public servants are accountable for their work, to Parliament and to the party in power. The executive, judicial and legislative arms of government each provide a different balance in the operation of political power and its application to the government of our country. Thus, in theory, public servants including school heads should not be afraid of direct interference in the day-to-day management of their schools. In reality, in many countries in Africa, a school head must be prepared to accommodate some political influence in the manner in which he or she manages the affairs of the school. This is an important point to bear in mind when considering school management functions, the topic of the next unit, Unit 3.

UNIT

The Functions of School Management

3

Introduction

In this unit, we will look at some of the management functions which you have as a school head, building on concepts introduced in Unit 1.

We look first at a case study on School Mismanagement Fever. We differentiate between the functions of planning, organising, directing, supervising and evaluating in a school, and we see how they relate to each other and how together they describe the role of the school manager, or head. Lastly, we consider some indicators of effective school management.

Individual study time: 3 hours

Learning outcomes

After working through this unit you should be able to:

- differentiate between the main functions of the head of a school and identify some of the tasks associated with each function
- describe some of the inter-relationships between these functions
- identify the key indicators of effective school heads.

Case study

School Mismanagement Fever

In Fig 3 a cartoonist is suggesting that a head of a disorganised school is requesting help, because she's seeking a cure for a School Mismanagement Fever.

HELP ME, DOC
I'VE GOT
S·M FEVER

Fig 3 S.M. Fever is School Mismanagement Fever

> In this school we may imagine that the governing board has expired; it has an inadequate number of teachers; the pupil drop-out rate is high; the results in public examinations are poor; the buildings, equipment and materials are inadequate and poorly maintained; the grounds are untidy and the morale of those connected with the school is not high.

But the main lesson from the case study which the cartoonist is emphasising is that if as a head you are ASKing for help either to prevent or to cure your School Mismanagement Fever, you are miles ahead of those who do not recognise that they have a problem at all! Clearly, you appreciate your role as manager of an organisation, which exists to provide the pupils with useful knowledge, skills and attitudes for responsible and successful living. To be a successful head you will need to acquire managerial Attitudes = A, Skills = S and Knowledge = K for running your school. Thus school managers who are seeking to find a cure for School Mismanagement Fever must recognise the need to ASK, that is, to involve others in developing solutions, but must also recognise the three key components: Attitudes, Skills and Knowledge, which they need to acquire. Maybe your S.M. Fever can be traced to a specific managerial issue which interferes with the processes of instruction and learning in the school, but, more likely, there are very many issues about which you are concerned. The successful school head is someone who is able to handle a range of problems or issues, at one time.

A school management diagnosis

Let us examine or diagnose, by means of a checklist, how well you are doing as a school manager.

Activity 3.1

Complete the school management diagnosis checklist in Fig 4 by ticking 'yes' or 'no'.

30 minutes

Fig 4 School management diagnosis checklist

Indicate which of the following you have worked on, within the last school year, in your school.

Note: in each case you should be able to explain to someone what has been done.

PLANNING	YES	NO
1 Translating national education policies into school-based teaching and learning objectives and targets.	____	____
2 Planning both the long-term acquisition of relevant teaching and learning resources (including finances).	____	____
3 Preparing school syllabuses, schemes of work, timetables and schedules of activities.	____	____
4 Preparing schedules for meetings of the governing board, Parents' Associations, staff, etc.	____	____

	YES	NO
ORGANISING		
1 Preparing up-to-date job descriptions for all employed staff, and assigning roles, responsibilities and duties to staff and pupils.		
2 Arranging for the appointment of new staff and the selection and appointment of all staff and students holding responsibility posts.		
DIRECTING		
1 Inducting new teachers, pupils and parents.		
2 Communicating regularly and fully, by the most appropriate means, to all those with an interest in the school about school programmes.		
3 Holding formal and informal discussions with individuals and groups, including staff and students, and those outside the school, about all aspects of school life.		
SUPERVISING		
1 Ensuring that classes are held, and that pupils' work is marked and checked.		
2 Checking the schemes of work and lesson plans of the teachers.		
3 Ensuring presence and punctuality of both staff and pupils.		
4 Conducting a full and fair appraisal of all staff, including observations, discussions and in written reports.		
5 Taking stock and physically checking the stores and equipment of the school.		
EVALUATING		
1 Preparing the Annual Report of the school.		
2 Analysing examinations results.		
3 Reviewing the performance of the school in all in-class and out-of-class activities.		
4 Setting new targets for individuals, departments and the school.		
5 Making new requests for better qualified teachers.		
6 Presenting financial statements and reports to the board of governors.		

Comments

If your 'Yes' scores exceed 15/20, then your School Mismanagement Fever is not life threatening! However, if your 'No' scores exceed 10/20, then your School Mismanagement Fever requires your serious attention.

The list indicates the five main management functions of school heads: planning, organising, directing, supervising and evaluating all aspects of school life. Although they occur in sequence, in fact each function continues all the time. As the list shows each may be broken down into several tasks. Thus the work of a head is both complex and never complete!

The modules presented in this series for the training and support of school heads should guide you to reduce your School Mismanagement Fever.

Relating management functions

The functions and tasks identified in the checklist may be put in the form of a flow chart.

Activity 3.2

Take one of the main areas of life in your school, such as the curriculum. Use the diagram from Unit 1 in which we presented the five main functions or processes of school heads within a management cycle and demonstrate through specific examples, how you, in your school, undertake tasks within each function in relation to the curriculum.

20 minutes

Comments

This is not an easy activity to undertake as the range of tasks you have identified is probably quite large, but you should have gained a clearer idea as to how every task which you undertake as a school head in the various areas of operation may be analysed and described in terms of the broad functions which make up the management cycle. Moreover as noted in Unit 1, although presented cyclically, management processes inter-relate. The flow chart depicted in Fig 5 highlights these relations. It is important that you become analytical about your job, so that you can make sure you are doing the right things, for the right reason, in the right way, and at the right time.

In examining the flow chart you probably thought 'How can I, as a school head, manage to plan, organise, direct, supervise and evaluate programmes, projects and activities in my school?' The answer to this question lies in the application of the principles of:

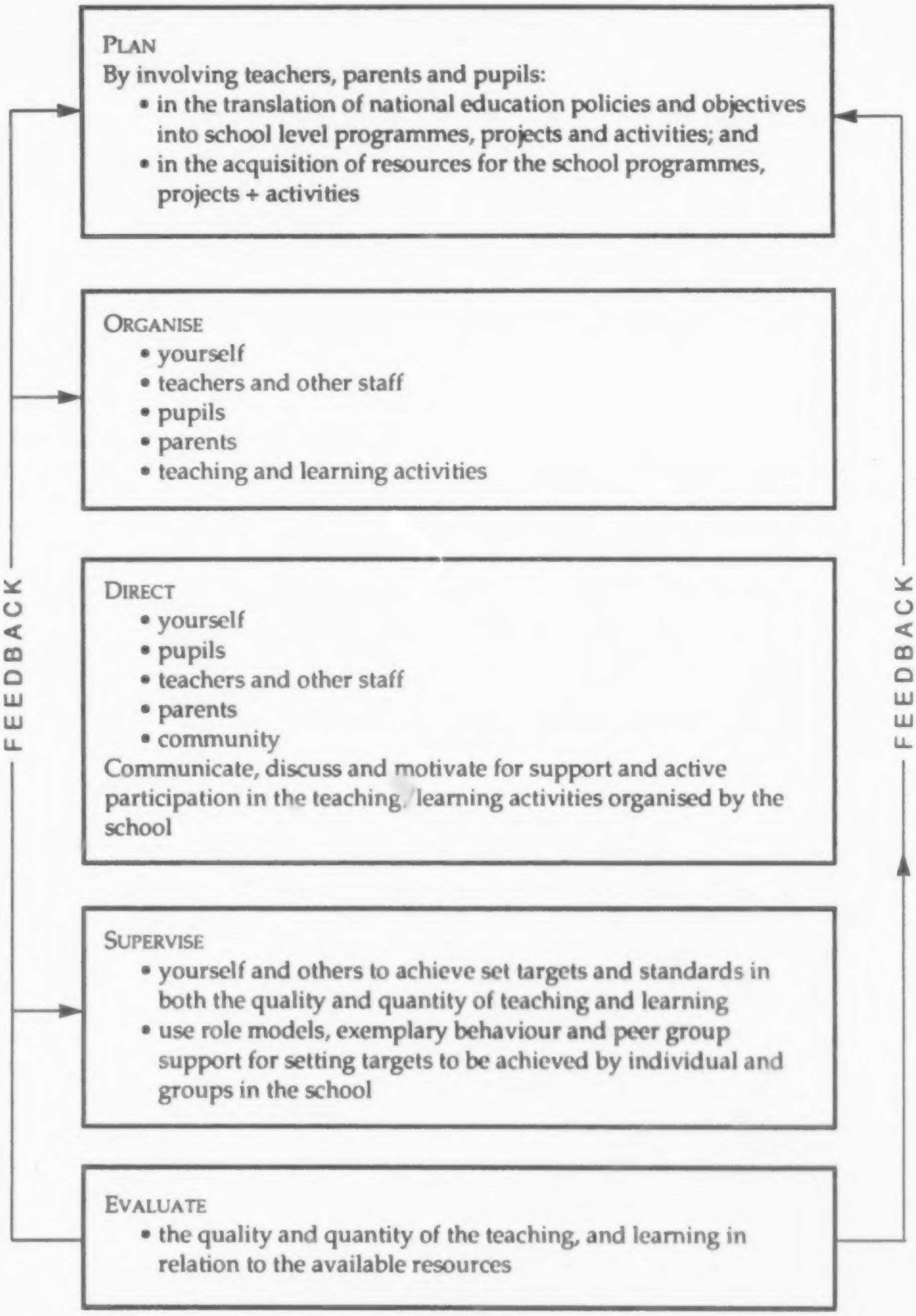
- physical, programme, project and financial (budgeting) planning
- human and public relations
- communication and negotiation techniques
- delegation of authority, functions, responsibilities, duties and tasks
- decision-making and problem-solving
- management of change in relation to the operations in a school, through action planning.

All of these aspects are discussed in subsequent units and in other modules of this series.

School heads: Chief Executives or Lead Professionals?

Most people recognise the fact that the central role of the school head should be in managing the teaching and learning which determine the quality of

Fig 5 Managing your school



PLAN
By involving teachers, parents and pupils:
- in the translation of national education policies and objectives into school level programmes, projects and activities; and
- in the acquisition of resources for the school programmes, projects + activities

ORGANISE
- yourself
- teachers and other staff
- pupils
- parents
- teaching and learning activities

DIRECT
- yourself
- pupils
- teachers and other staff
- parents
- community

Communicate, discuss and motivate for support and active participation in the teaching/learning activities organised by the school

SUPERVISE
- yourself and others to achieve set targets and standards in both the quality and quantity of teaching and learning
- use role models, exemplary behaviour and peer group support for setting targets to be achieved by individual and groups in the school

EVALUATE
- the quality and quantity of the teaching, and learning in relation to the available resources

education. Your attention is therefore drawn to current concerns for building the capacity in educational management at three levels:
- in the delivery of education in schools
- in policy implementation through district and regional education offices
- in strategic policy development within the Ministry of Education, the entire government, non-governmental organisations and international agencies.

These concerns focus on the school as a social institution – an agency through which the educational needs of the youth can be met. A school therefore is a means to an end and not the end in itself. This is reflected in the various roles the head performs. We introduced a number of these in Unit 1, for example, administrative, leadership, supervisory and managerial roles. Some people make a useful distinction between the head as the Chief Executive (CE) and the head as the Lead Professional (LP).

Chief Executive role examples

Examples of activities which illustrate the role of the head as Chief Executive are given below.

- setting out the mission and objectives of the school
- allocating duties to staff
- co-ordinating and supervising staff activities
- evaluating school performance
- establishing working relationships between the governing board and the staff and employers
- ex officio member of the governing board.

Activity 3.3

Make a list of some of the activities which you undertake as a school head in your Lead Professional role.

15 minutes

Comments

You probably found this task quite easy if you usually think of yourself as a head teacher.

Lead Professional role examples

Check which of the following items you listed:

- personal teaching
- professional guidance to teachers as individuals and in the development of school programmes
- counselling pupils and parents on ethics, norms and values of the school
- spokesperson for the whole school on all educational matters
- participation in subject panels, curriculum development and other external professional activities
- member of School Heads' Association.

Most jobs, not just that of a school head, involve different, maybe conflicting roles. Achieving a balance between them is very important. The school head who does not, or perhaps can not, provide professional leadership will not be a credible person in the eyes of his staff. Yet a school head who fails in the role of Chief Executive perhaps should have stayed in the classroom.

Activity 3.4

Make a list of all the tasks you carry out as head of your school in a typical week. Beside each task indicate whether it is your Chief Executive Role with CE in brackets or whether it is your Leading Professional Role with LP in the brackets. Which role, CE or LP, has the largest number of tasks in your week?

30 minutes

Comments

In your list of CE tasks you might have included 'signing purchase orders at 3.20'. In the LP the tasks might have included 'teaching Mathematics in Grade 4 on Mondays from 08.30 - 09.30'. You may have found separating some tasks between these roles quite difficult. For example, when you are chairing meetings, such as a staff meeting, you have both a Chief Executive and a Lead Professional role. The two roles both support and conflict with each other. Achieving a balance is important, and yet is quite difficult. What is important is that you realise their existence and work to improve your skills at carrying them out effectively.

Indicators of an effective school head

In Module 6, *Monitoring School Effectiveness*, we will be considering how we may evaluate the effectiveness of a school. Here let us consider how we might determine whether or not a school head is an effective manager.

Activity 3.5

The list of items in Fig 6 might be used to help determine whether or not a school head is an effective manager.

(1) Do you agree with the three items included here? Would you include anything else?

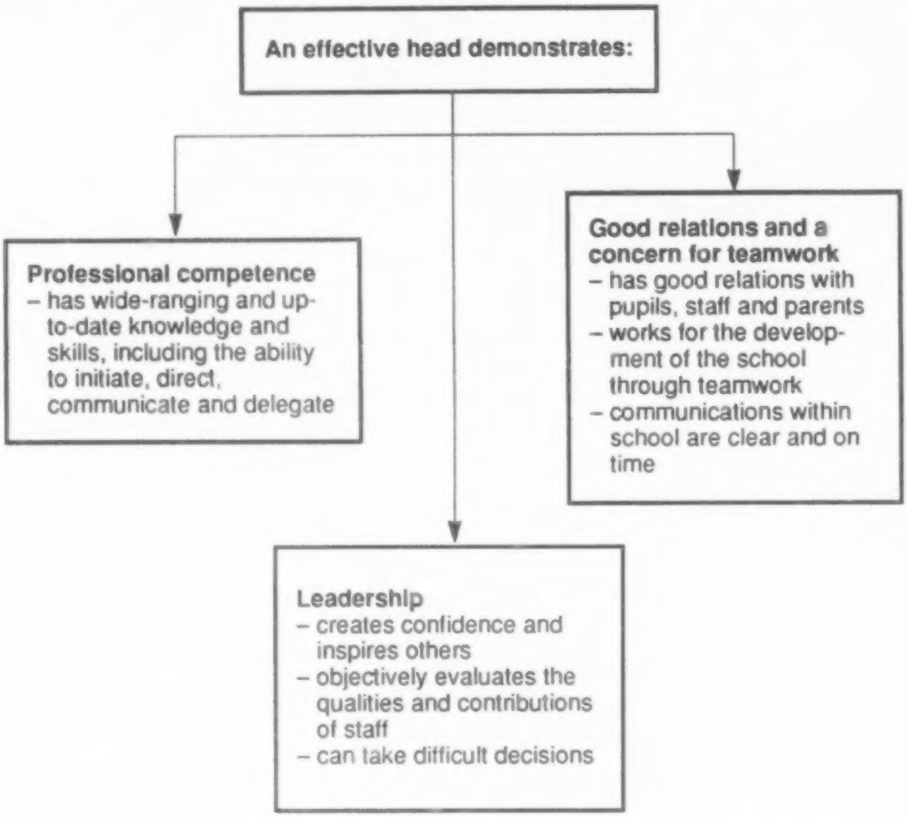
(2) These items have been written to describe an effective school head. Now rewrite them for a head who is definitely weak in his or her job. Notice that they are written in an abbreviated form, without wasting words.

15 minutes

Comments

The three items included here provide some essential characteristics of effectiveness with regard to the work done by a school head. Notice that the list is not about an effective school, nor is it concerned with describing the detailed tasks of a school manager, such as planning the curriculum. We will come back to these again in Module 6. Not only do we need to explain what effectiveness is, but also what effectiveness is *not*. In the same way as we apply grades to the work done by pupils, so we should be able to describe the work of the school head as excellent, good, fair or below expectation, as appropriate, by using descriptive criteria such as you have just attempted to write.

Fig 6 Indicators of an effective school head



An effective head demonstrates:

Professional competence
- has wide-ranging and up-to-date knowledge and skills, including the ability to initiate, direct, communicate and delegate

Good relations and a concern for teamwork
- has good relations with pupils, staff and parents
- works for the development of the school through teamwork
- communications within school are clear and on time

Leadership
- creates confidence and inspires others
- objectively evaluates the qualities and contributions of staff
- can take difficult decisions

Summary

In this unit we have looked at the main elements in school management. This has involved identifying the five main functions of a school head: planning, organising, directing, supervising and evaluating, and some of the tasks associated with each function. We have drawn distinctions between school heads as Chief Executives and as Lead Professionals. Lastly we have identified how indicators may be written up to produce criteria for evaluating the effectiveness of a school head. One item concerned human relations, which is the focus of our next unit.

UNIT

Human and Public Relations

4

Introduction

As someone responsible for a large number of people you will almost certainly agree that it is important for you to understand something about the behaviour of the people in your school organisation. The human factor in schools may cause problems and failure, or may lead to success, depending on the behaviour of the teachers, pupils, parents and all the other members of the school community. Apart from the nature and availability of the material and financial resources that are provided, the success of a school will also depend on:

- the level of training of the teachers
- the relations between the teachers and the head
- the relations between the teachers themselves
- the relations between the pupils and the teachers
- the relations between the school and the surrounding community.

In this unit you will study the relations between people and how this affects their work. From this you should understand how these relations affect the nature and quality of management in our educational institutions.

Individual study time: 3 hours

Learning outcomes

After working through this unit you should be able to:

- understand the importance of good human relations and communications in providing a suitable working environment for the teachers, pupils and non-teaching staff
- improve the motivation of the teachers and the pupils so as to ensure the success of the school
- establish and maintain good working relations with the educational authorities
- gain the support of the community in which the school is situated.

What are human relations?

We all belong to human society. In everyday life we live and work with people: they may be our family members or neighbours or friends or other relatives, or they may be people we work with in our places of employment. Whoever they are, we recognise their presence and relate to them through various means of commmunication.

We may say that human relations is being together with other people and interacting with them.

Human relations in a working place

As a head of a school your work will involve the following:

- planning the activities of the school
- organising the resources to be used, which includes getting the equipment and materials required; assigning work to each member of staff, agreeing how it should be done and when it should be done and ensuring that the work is done
- maintaining high standards of education in your school.

Activity 4.1

(You may wish to explore the following questions by yourself, or, perhaps with some friends or colleagues informally in a group.)

(1) Would the work listed above be for you alone as the head, or would other people also be involved?

(2) In what ways would other people be involved in each of these aspects of your work? What has this to do with human relations?

(3) Why is an understanding of human relations important to the head of any institution?

20 minutes

Comments

In every working place each person must be given his or her duties. The school head organises the programme for the school. He or she carries out supervision necessary to ensure that the programme is followed. Each teacher prepares a scheme of work, lesson plans and assessment records for their class. In addition some of the teachers may be in charge of out of class activities. At the end of each school term progress reports are prepared for the pupils. If the head does not produce the school timetable in good time, teaching may be delayed at the beginning of the term. The syllabuses may not be covered sufficiently. If the teachers do not prepare their schemes and lesson plans, the pupils may not be taught properly. When this happens the head will be blamed. If the subject teacher delays in preparing assessments for his or her subject, the class teacher will be late in preparing the report cards for the end of term. Then, the pupils may not be given their reports to take home.

In the working place therefore, we need to recognise that what others do affects our own work and our work affects what they do. This is because all the different tasks in an organisation are inter-related, and all the individuals in the organisation have a working relationship. Ensuring that everyone works in an agreed fashion is essential if all the staff are to work together harmoniously and effectively.

What do we know about the techniques of forming human relations? You will know that when two people meet and establish either friendly or working relations, three stages are involved:

Exploration phase

This involves seeking clues and information for forming opinions and impressions about each other. In schools, this phase should be planned, detailed and extensive. Learn about yourself and the people you work with.

Consolidation phase

First impressions can be deceptive due to misleading information. Repeated behaviour patterns help in gauging levels of frankness, openness, truthfulness, reliability, credibility and integrity of a person. You may find it helpful to keep records on the behaviour of pupils and staff to help you understand them.

Preservation phase

This is the stage of mutual understanding based on trust and acceptance of each other's good and bad points, weaknesses and strengths.

Human relations and motivation

Staff motivation

Activity 4.2

The list in Fig 7 includes a number of items which might be factors which affect the quality of performance of the teachers in a school.

Read through the list, and then place the ten items in rank order, that is, rank the most important factor 1, the second 2, and so on. The factor which you consider as least important will have a rank of 10.

20 minutes

Fig 7 Factors affecting quality of teacher performance

RANK ORDER

The performance of teachers in a school will be improved if:

- they are given an increase in salary ____________
- they have a feeling of job security ____________
- they are supplied with all the basic resources required to teach ____________
- the head regularly consults with them ____________
- their work is appreciated ____________
- the school is a good one ____________
- there are opportunities for promotion and personal development ____________
- they are paid on time ____________
- disciplining is tactful ____________
- they receive sympathetic help with problems ____________

Comments

The way you have ranked these questions is likely to depend, to a large extent, upon the culture and the context within which you live and work. Experts on management have observed that people in their place of work like to:

- feel that their work is regarded as important – they do not like to be idle
- be praised for what they have done, but not to be blamed – they fear to admit mistakes in public
- know what their supervisors think about their work – they feel encouraged when their own knowledge of the subject is appreciated
- be consulted when there are changes to be made in their organisation
- have a leader who is able to listen and to welcome suggestions; sympathise with personal problems and give advice; show justice in dealing with problems concerning relations between staff; give respect to all workers, whether in low or high positions in the organisation; say `Thank you' when good work is done and also to admit mistakes
- feel secure in their job – nobody wants to work in a place where they feel they are not wanted, or where they are threatened with dismissal
- feel that they are appreciated by their fellow workers.

Whether these factors are the ones which motivate your teachers in your school in your country would be very interesting to find out. What is important is that you realise the range and diversity of things which motivate people. Even a small thing like greeting your staff and pupils in a way which is generally accepted may make a difference.

Case study

What is your comment on the following case? Consider:

(1) Should the teacher be disciplined for being absent without permission?
(2) What effect might this have on the motivation of the other staff who have children?
(3) What actions would you take in this situation to maintain the motivation of your teachers?

20 minutes

The absentee teacher

Mrs Masiga, a teacher, has come to Mr Lawal, the school head to ask for permission to be away for three days. Her maid has left suddenly and she has nobody at home to look after her three month old baby. She wants to go to look for another maid. The school is already short of teachers. Mr Lawal tells Mrs Masiga that looking for a maid does not concern the school. She should make other arrangements to get one without affecting her work. He reminds her that the District Education Officer may visit the school any time during that week. He does not want any class to be found without a teacher. He refuses to give her permission. But the following morning Mrs Masiga does not come to work.

Comments

A difficult case, and there is unlikely to be a right answer, but you will probably have noted that this example is an illustration of poor human relations and you may have suggested the need for improved communications and focused on the importance of working together and shared responsibilities.

Pupil motivation

Like their teachers, the pupils in a school also need to be motivated. Pause for a moment and think what steps might be taken to help motivate pupils.

Pupils are unlikely to be motivated unless:

- they are assured of care and protection in the school
- their problems are treated with understanding and justice
- the teachers show patience and are sincere in guiding them
- their efforts in class and in other school activities are appreciated by the teachers and the head
- their parents have a chance to see what they are doing in school.

We could add other items to this list, but the important point to recognise is that it includes a wide range of factors. An understanding of the nature of motivation suggests that for learning to take place, pupils' basic needs – physiological, safety, love and belonging – must be met, as well as their need for self-esteem and self-fulfilment. School heads and teachers can try to ensure that external and situational factors both in and outside the classroom will stimulate their pupils to learn.

Human relations and communications

We will now examine the relationship between communication and human relations. Communication in an organisation is like the nervous system in the human body. If anything interferes with a nerve line it is no longer possible to co-ordinate the work of the affected part with the rest of the body. Similarly, if anything interferes with the communication links between individuals in an organisation their work will be badly affected. Decisions will not be taken at the right time. Work will not be done as required. It may not even be done at all if the instructions are not communicated. Or, it may be done incorrectly, if the instructions are poorly communicated or received. Good communication is both about sending and receiving information. Good relations between sender and receiver will help ensure effective communication. Let us explore this relationship further.

Activity 4.3

(1) Prepare a list of the different ways in which you, as a school head, communicate with your teachers and pupils.

(2) What affects the way you communicate with individual teachers and groups of teachers? How might this be improved?

(3) Have you noticed that at times certain members of your staff do not seem to be talking to one another? How does this affect your work as a head? What can you do to help in solving this problem?

20 minutes

Comments

You are likely to have listed a wide range of patterns and methods of communication from meetings and loudspeaker systems through to personal one-to-one discussions. It may well be that some of these could be improved. You may need to check whether communications are actually getting through and consider changing your communication strategy if problems exist with current practice. We will be looking at communication and the communication process in further depth in Unit 6. In this context, it is worth noting that many things can interfere with communication between individuals in a working place. One of these is the attitude that some people may hold against other workmates. If people we are working with know that we hold negative attitudes towards them, they will not communicate freely with us. They may even withhold certain information that is very important for carrying out a task ; perhaps, for some reason, they want us to fail. It is important therefore that heads never hold a negative attitude towards their staff; or if they do, that they do not reveal it! Instead he or she should create a working environment in which all the staff are free to consult one another. Good communications and good human relations go hand-in-hand. This is also the case with regard to the relationship between the school and the external environment.

The head as a public relations officer

A public relations officer is the spokesperson for an organisation. He or she provides information to the public on what the organisation is doing and also listens to comments by members of the public about the organisation. If these comments suggest that some improvements are needed, then action should be taken to bring about the required changes.

A school is part of the community in which it is situated. The members of the community in general, and the parents in particular, have an interest in the school because it provides education for their children. It is clear that the school head has an important role to play as a public relations officer to ensure that good relations are established between the school and the community, and with the education authorities. There are several ways of doing this.

1 The head should be ready to meet parents and other members of the public who come to the school to obtain information about education.

2 The head and his or her staff should be able to organise functions and ceremonies to which parents are invited. Such functions might include, for example:
   - Parents'/Teachers' Association meetings
   - Open Days in the school
   - Speech and Prize Giving Days
   - Sports Days.

3 The head and staff should be encouraged to participate in some community development activities within the neighbourhood of the school.

4 Good working relations with the authorities in the Ministry will help ensure that any problems the school head encounters may be listened to with greater sympathy and that any assistance requested will be readily forthcoming. This in turn will help with community relations.

Activity 4.4

(1) Can you suggest other ways in which the school head can help improve relations with the community?

(2) Taking your school as an example, list down any community activities in which pupils could usefully participate, noting potential benefits for pupils, the school and the community at large.

(3) What factors tend to give a school a bad image in its local community?

20 minutes

Comments

You will probably have been able to suggest a number of other methods for improving relations with the community. Better communications are a popular option, and schools in some countries even produce newsletters for wider dissemination of school ideas and information. Contributions by pupils can add a further level of interest. A point perhaps worth noting is that although the head is responsible for external relations, there is of course much that can be undertaken by delegating specific tasks to members of staff.

Summary

This unit has looked at human relations in schools, drawing attention to motivational aspects and the significance of good communications. Attention has also been focused on the role of the head, staff and pupils in fostering good community relations. We will touch on these various processes in subsequent units and modules, but we now consider the process of delegation, which is an important means by which staff can be motivated and, if used correctly, human relations improved.

UNIT 5

Delegation in a School

Introduction

As a head, you are expected to manage the school through your own work, the work of other teachers, staff and even pupils. You may have heard of sayings like 'Many heads are better than one', 'Many hands make a load lighter', etc. and certainly as a manager of a school you cannot achieve your goals and objectives if you do all the tasks alone. In other words, you cannot teach all the subjects in the school, head all the departments, be on duty every day of the week, deal with all the correspondence and discipline cases, be in charge of all the clubs and so on. You will need to use the talents of the teachers who work under you, not fearing that they will take over from you, but rather trusting them and having confidence in them. Moreover, making use of even the most critical or unco-operative members of your staff may result in their trusting you and feeling more motivated and needed. By doing the above you will actually be delegating responsibilities and duties to your teachers, and in this unit we will explore further the delegation process, considering its importance and the barriers to its effectiveness.

Individual study time: 2 hours

Learning outcomes

After working through this unit you should be able to:

- understand the importance of delegation, and outline the key principles and procedures involved in delegation
- direct, support, develop and motivate the staff working in your school by giving them responsibilities, duties and tasks that are appropriate to their talents, abilities and capabilities
- build a team amongst your teachers through sharing the school workload by more effective delegation
- improve your own managerial performance by alleviating pressures in your time and improving the flow of work in school.

What is delegation?

Delegation is a process by which managers, such as school heads, transfer part of their authority to subordinates, for the performance of certain tasks and responsibilities. By assigning tasks to subordinates to perform on your behalf, you can enable the decentralisation of authority or office functions, the sharing of duties/tasks within the school and the grouping of duties into departments with group heads for easier management. Since delegation can take place at all levels of management, department heads themselves may become involved in delegation.

The importance of delegation

Activity 5.1

(1) Think back over your work for the past few months and make a note of any tasks and responsibilities which you delegated to a subordinate. Why did you do this?

(2) List some of the factors to be taken into account to ensure effective delegation.

20 minutes

Comments

You will probably have given a variety of reasons for delegating the tasks you did, including such things as improving the flow of work and the management of your own time. The following summary highlights the importance of delegation in schools:

1 In a school of 1,000 learners and 60 teachers the head cannot control every activity.
2 There is a physical and mental limit to the workload capacity of any individual or group in authority.
3 Delegation gives time to the head to concentrate on other important matters.
4 It is a way of preparing your juniors to handle higher and more challenging responsibilities in future, therefore a way of training and developing them.
5 It creates confidence in your subordinates.
6 It encourages co-operation and team work and thus subordinates feel part and parcel of the successes or failures of the school.
7 As a school grows more specialisation in management, administration and teaching areas is necessary.

Delegation is an act of trust and an expression of confidence of the leader in the subordinate. It is one of the most important methods of creating and maintaining democracy in schools. What then are some of the factors which need to be taken into consideration to ensure effective delegation of tasks? They include:

- delegating authority with responsibility - remember you remain accountable for the responsibilities delegated
- delegated responsibilities must be clear, specific and effectively communicated
- delegating authority with enough responsibility.

Determination of the right degree of delegation is part of the art of management. Effective delegation means delegating the right amount of authority and the right kind of duties. There will always be some tasks which should not be delegated at all. Let us summarise some of the key principles and procedures of delegation:

Principles and procedures of delegation

1 Select the person to delegate to, on the basis of a sound knowledge of staff members in terms of their varying levels of competence, commitment and capability.
2 The nature and scope of the work to be delegated must be clearly defined and be for the benefit of the organisation as a whole.
3 Delegated tasks must be clearly described.
4 The person to whom a task is assigned must be capable of carrying out the task or duty to the best of his/her ability and willing to take responsibility.
5 Mutual co-operation, understanding and faith between the manager and staff members is of the utmost importance to enable delegation to be successful.
6 Some form of regular reporting to provide a means of progress control is required.
7 Reward successful achievement of delegated tasks.

Barriers to effective delegation

Some managers are reluctant to delegate. They may choose not to delegate tasks feeling that they can do better than anybody else. They may feel that it will take too long a time to explain to the subordinate undertaking the assignment. Such feelings may be contributed by concerns such as:

Insecurity: Where the leader is not ready to take chances/risks or fears that the subordinate may let him down.

Loss of power: If the subordinate does the task very well, and even better than the leader would have done it.

Failure to plan ahead: This makes it difficult to decide which task to delegate and to whom and when.

Some subordinates are reluctant to accept responsibility due to insecurity. They wish their bosses to make decisions for fear of being held responsible for any failure. They may also feel that they are not given enough incentives, and are not given proper guidance and support by the superior. Adequate means of communication may not be available to the delegatee for consultation with the manager if necessary.

Are you a good delegator?

A good delegator is one who stimulates and motivates subordinates to undertake duties and responsibilities delegated to them by:

- clearly indicating the standard of performance expected, time limit and any other conditions involved
- giving the delegatee a chance to perform the given task without undue interference

- appreciating the efforts the delegatee has made, and assisting whenever assistance is needed
- learning to accept that some delegated duties may not be done as perfectly as they would by oneself
- making use of the mistakes made to develop rather than to ridicule and threaten the delegatee: however, the delegator should make sure that the mistakes made will not endanger the institution.

How well do you stand up against these criteria?

Activity 5.2

(1) Refer back to your responses to the questions raised in Activity 5.1, and taking each delegation act in turn, try to draw up an account of how effective you were as a delegator. You could use the above criteria to judge your performance in each case of delegation.

(2) Are there other tasks and responsibilities which you could be delegating?

(3) Draw up a brief plan of action for improving your performance in delegation.

30 minutes

Comments

We hope you will have found the activity useful as a means of reviewing your own performance in delegation and encouraging you to consider how you may ensure more effective delegation in the future. There are of course many tasks which a school head can delegate, equally, there will be some which cannot be delegated. Much will depend on the rules, regulations and practices pertaining in your country.

However, in general, the school head can delegate almost all the tasks except:

- finances: for example, Authority to Incur Expenditure (AIE)
- admission of new pupils into the school
- final decision-making on policy issues and changes in the school
- assigning of duties to the Deputy Head and senior teachers
- communication with Ministry officials and school governing boards or committee
- recruitment of teachers
- final responsibility on examinations
- correspondence and communication with teachers.

Summary

In this unit we have examined the concept of delegation, the importance of delegation and some of the key principles of delegation. We have encouraged you to consider how you might improve your own performance of this crucial management function, to enable you to build a team amongst teachers through the sharing of the workload of the school.

UNIT 6

Communication and Negotiation

Introduction

Communication is an essential part of management and in this unit we will consider the concept of communication and different types of communication. We will also be looking at the importance of effective communications for staff meetings and negotiations.

Individual study time: 2 hours

Learning outcomes

After working through this unit you should be able to:

- define the process of communication
- identify different types and methods of communication
- list the key characteristics of effective communication
- appreciate the importance of listening to teachers, pupils and parents for the purposes of rational decision-making and problem-solving in the school
- apply communication principles and practices to running affairs at the school, particularly with regard to staff meetings and negotiations.

Communication in schools

Case study

Consider the following scenario:

Mr Mbiti, a teacher, once saw an advertisement in a local District Education Office for school heads. Part of the job requirement is given in Fig 8.

What do you think this told the teacher about the job and the required skills?

10 minutes

Fig 8 Advertisement for school head

An experienced, professionally trained and qualified teacher with ten years teaching experience, two of which must be as a Senior Master, Head of Department or a Deputy Head...

- able to communicate effectively with all levels of school management
- should have substantial experience and/or training in oral and written presentations with proven writing skills
- able to prepare school-based reports, records and development proposals, and to negotiate and sell new ideas
- able to cultivate and maintain good working relations with pupils, teachers, parents, education officials and the public
- should have skills in gathering, analysing and interpreting data and information on school matters
- should have proven integrity and credibility in handling school-based resources especially school funds
- able to steer meetings for decision-making and problem-solving on school matters, etc.

Comments

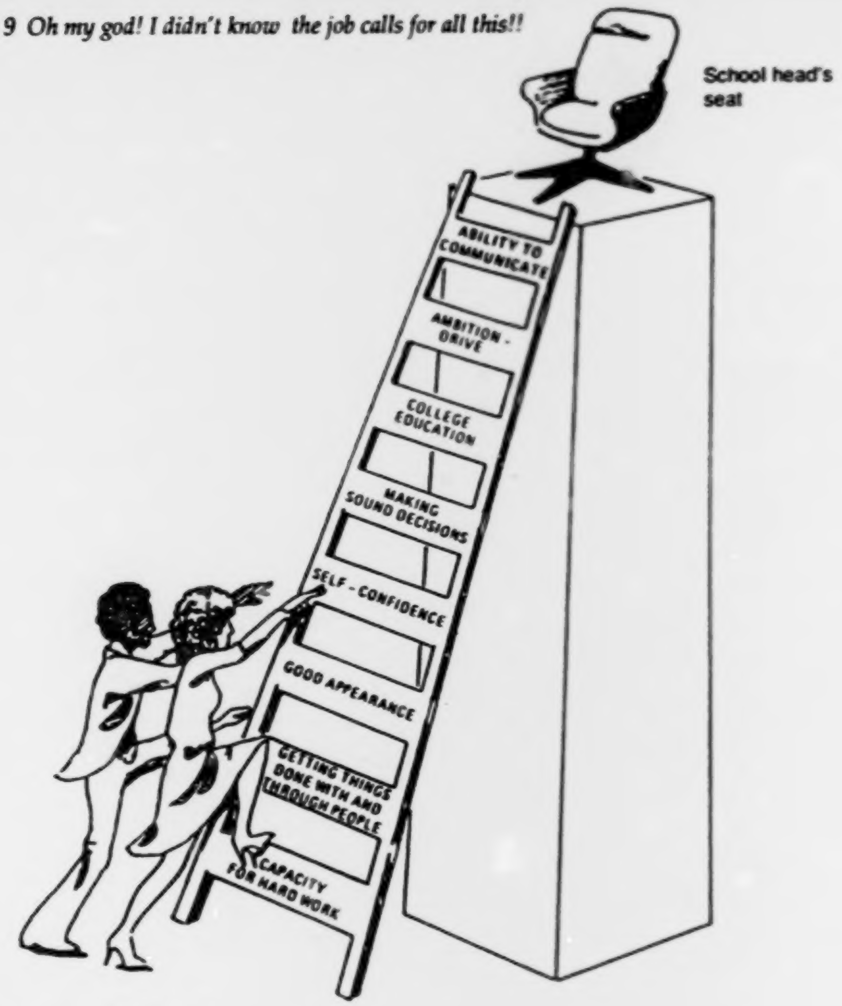
The lesson to be learnt from this case study is the importance of the head having good communication techniques. In fact communication skills can be considered as essential for career development and growth – as the career ladder depicted in Fig 9 suggests!

What is communication?

Communication is the process by which information is exchanged in order to initiate action or solve a problem. In a school, this may involve giving notices about activities, events, decisions and tasks which affect individuals or groups – pupils, teachers, parents, non-teaching staff, visitors to the school and others. It also suggests the sharing of opinions and ideas openly and freely, being mindful of other's views and encouraging individuals to seek for information and advice.

Communication may be defined as the ability to express oneself through writing, through the spoken language and through body expressions in order to pass on a message and ensure it is well understood.

Fig 9 Oh my god! I didn't know the job calls for all this!!


School head's seat
ABILITY TO COMMUNICATE
AMBITION - DRIVE
COLLEGE EDUCATION
MAKING SOUND DECISIONS
SELF - CONFIDENCE
GOOD APPEARANCE
GETTING THINGS DONE WITH AND THROUGH PEOPLE
CAPACITY FOR HARD WORK

(Source: Murphy et al,1980)

The process of communication

This involves:

- source of the message – the sender: writer, speaker, encoder
- format of the message and media for transmitting the message – letter, memo, report, speech, chart, etc.
- time factor – messages may take time to reach their destination
- receiver of the message – seeing, hearing, feeling, imagining, etc. by the recipient: reader, listener, perceiver, decoder
- feedback – acknowledgement from receiver to indicate that there has been total communication.

At each of the steps in the communication process barriers occur, and problems may arise with the interpretation of messages. These arise from differing perceptions of reality, and the influence of attitudes, opinions and emotions. Feedback serves to show up misinterpretations of the communication. Negative reaction can result in the necessary corrective measures being taken.

Types of communication

Communication can take place through:

- speech
- the written word or other visual displays or electronic devices
- body language, for example, non-verbal forms, tone of voice, etc.

These may take place in different contexts, for example:

Informal communication: by word of mouth or by telephone through, for example, get-together parties, tea break discussions, personal or confidential talk, gestures, personal impressions and the tone of voice used to reinforce communication.

Formal communication: includes official circulars, internal memos, letters and staff meetings.

Activity 6.1

(1) Prepare a list of the advantages and disadvantages of speech and writing as a means of communicating with staff and pupils in your school.
(2) Draw a pie-chart to show the extent to which you use the various types of communication in different contexts in your school.

20 minutes

Comments

You will probably have included under a list of advantages of speech such things as speed of communication, the fact that it is more personal, and that it gives the opportunity for immediate feedback. You may have noted that writing has advantages in providing a record of the communication and enabling communication with a large number of people. Clearly, much will depend on the purposes of the communication, whether or not you want feedback and so on.

The essentials of effective communication

Hints/guidelines for the school head

When communicating, that is, when passing on information or giving instructions or orders to the staff, the following guidelines should be taken into consideration:

- know your objective: what do you want to achieve? (inform, praise, discipline, etc.)
- know the receiver (for example, the lazy teacher/learner) and the reason for the communication (for example, bad examination results)
- formulate your message: be clear, specific and understandable by using short sentences in simple English
- be brief: do not include unnecessary information
- do not undercommunicate: the message must cover questions such as why, who, what, when and where

- **consider how the message is best communicated: this can be just as essential as the content**
- **in delivering the message be aware also of your attitude, behaviour, non-verbal communication, gestures and facial expressions**
- **keep in mind that positive feelings and emotions inspire positive attitudes amongst the staff and learners**
- **be yourself: show through the message that you respect the staff, trust and accept them, are interested in them and are willing to help and listen to them**
- **be enthusiastic and inspirational in your communication**
- **listen carefully: an effective communicator must be a good listener**
- **make use of effective feedback: communication is a two-way process so always ask questions to determine whether the message has been understood.**

Effective communication and staff meetings

Staff meetings provide means of communication between the head and teachers on matters concerning the running of the school. An essential feature of successful meetings is good communication. The school head who communicates effectively can create an environment of trust. This is very important so that the members of a school community can feel secure and confident enough to communicate freely and openly in staff meetings and other forums.

Let us now examine some of the important practical things to remember about staff meetings.

Staff meeting notice

This should show the date, time, venue and purpose/agenda of the meeting, who is to attend the meeting and the head's signature as the convenor.

The notice should be sent out at least 14 days before the meeting so that teachers can prepare information for items on the agenda. However, impromptu and emergency staff meetings can take place any time. Scheduled staff meetings should not interfere with normal teaching time.

Minutes of the meeting

This is the brief record of things discussed, noted, adopted, agreed upon during the meeting. Some schools number items in the minutes of staff meetings for example, SM/2/91 means it was the second item discussed in 1991. Again, SM/52/91 means it was the 52nd item discussed in 1991.

Minutes of staff meetings usually include:

- title, date, time and venue of meeting
- attendance/absence with and without apology
- opening of the meeting/adoption of the agenda
- announcements
- confirmation and matters arising from previous meeting(s)
- new business/agenda
- any other business.

Planning a staff meeting

It is important that you plan your meetings in order to reach agreements, resolve problems, receive reports on actions undertaken and formulate plans for action. The following activity on planning a staff meeting should help you to appreciate the range of tasks which need to be undertaken in preparation for a meeting.

Case study

Independence Primary School staff meeting

Important matters need to be discussed at the next staff meeting at Independence Primary School. Mrs Kiugu, the school head, contemplates the list below and begins to prepare a staff meeting notice...

1. Cleaning of grounds and classrooms, especially as staff have been complaining of cleaning work poorly done.
2. The staff tea fund is not managing and higher contributions may be necessary. At present membership is voluntary, but tea and coffee consumption is high.
3. Use and control of the new photocopier.
4. Results at the end of last year.
5. Parents have complained at the cost of school uniforms. It would be possible to take advantage of a cheaper range of clothing offered by a large retail chain, but this would require some changes to the present school uniform.
6. There have been errors in the register summary prepared each Friday by Mr B.
7. Ministry of Education promotion regulations, which were received and acted upon late last year, but which have not yet been discussed properly as there was little time.
8. Exam results obtained by three staff members in their personal studies.
9. Covering of pupils' exercise books.
10. Secretaries' telephone answering techniques.
11. Procedures for School Committee elections, as three vacancies have arisen and will have to be filled.
12. Ways to improve English among the staff.
13. Use of four additional covered parking bays which were completed over the holidays. (There are now 12 bays.)

There will be matters carried forward from the last meeting.

The school has 22 teachers. There are two secretaries, one full-time and one part-time (morning only). The School Committee Chairman, Mr D, is a local businessman and can be available from 15:00, Monday – Thursday. There are three cleaners/ground staff, one of whom has been at the school for 12 years and acts as Supervisor. The school runs no afternoon classes.

Activity 6.2

Prepare a staff meeting notice for Independence Primary School.. You will need to draw up an agenda for the meeting, having put items in a priority order and in categories. Give some indication of the time per item. Decide on attendance requirements. Set a time and date for the meeting. Make a note of any other things that you might need to do in advance of the meeting.

30 minutes

Comments

You will perhaps have found it difficult to prioritise some of these items and ensure that the agenda was a true reflection of the items which warrant attention at this imaginary school. Do you find this in your own situation? It may be that some items do not need to be brought to the attention of a full meeting and can be dealt with on a one-to-one basis. Consultation with certain staff may well be appropriate in advance of the meeting, such preparation can help avoid time-wasting discussion during the meeting, and sensitise you to potential difficulties. This again highlights the importance of maintaining a good communication flow at all times in the school: effective communication can certainly help ensure more successful staff meetings and it is a key feature of negotiations, which we briefly explore in the last section of this unit.

Communication and negotiation

Communications within a school, or between a school and its environment unfortunately can, and sometimes do, break down. Careful negotiations can rectify the situation. For example, if for some reason, the school head is withdrawn from management of school finances, it will be a matter of negotiation between the head and:

- pupils and parents by using the Students' Council and the Parents' Association as a negotiation machinery
- teachers by using departmental senior teachers and school-based subject panels
- Inspectors and Education Officers through educational and professional activities, events, associations and Teachers' Unions.

Negotiation has been defined as back-and-forth communication designed to reach an agreement, when two sides have some common interests and other interests that are opposed.

People involved in any negotiation process require:

- up-to-date, accurate and reliable data and information
- proper and timely presentation of the data and information
- participation and involvement of the parties on issues which directly affect them
- opportunities allowing negotiating parties to present and argue their cases exhaustively
- possibilities for further consultations on doubtful data and information.

In schools where negotiation takes place effectively, there is order, self-discipline and responsible behaviour amongst pupils, teachers, parents and all members of the school community.

Activity 6.3

What steps would you take as school head to help ensure that there was a supportive climate for management at all times? How might you improve your success as a negotiator?

10 minutes

Comments

Many of the points made earlier in this unit concerning effective communication are pertinent here, particularly comments about the importance of building trust and being a good listener.

In sum, to be an effective communicator and negotiator as a school head, you should remember the following:

1 See and talk to your pupils, teachers and parents often: make them aware of your positive attitudes and let them get to know you as a person.
2 Establish a two-way atmosphere of receiving as well as giving data and information to improve understanding and explain actions.
3 Get your school community to talk to you and listen to them patiently and attentively: get to know them individually and in groups and be sure to praise when necessary.

Summary

The unit has looked at the communication process, noting the various types of communication used and the importance of good communications in a school. Attention has been focused on the need for the school head to be an effective communicator to enable more successful staff meetings and negotiation procedures.

Decision-Making and Problem-Solving

7

Introduction

This unit focuses on two key management functions, introducing the concepts of decision-making and problem-solving in schools.

Individual study time: 2 hours

Learning outcomes

After working through this unit you should be able to:

- define decision-making and problem-solving
- list the major factors which contribute towards effective decision-making
- state the importance of analysing data and information for the purposes of making sensible decisions
- involve pupils, teachers, parents and others in making decisions on matters which affect them
- outline steps that can help ensure that action is taken on decisions made in the school.

School heads frequently find themselves in situations which require them to make decisions. They make decisions when they delegate work or responsibility to staff and when they communicate to superiors or colleagues at work. Decisions are made at all levels in order to solve problems and affect the achievement of the goals and objectives of the school. If decisions are not taken, a crisis situation may arise. Decision-making and problem-solving go hand in hand and both are of fundamental importance in all aspects of school management.

Definitions

Decision-making

This is the process of identifying and selecting a course of action to be taken to solve a problem. It is a process through which human, material and financial resources of an organisation are allocated or committed toward the achievement of intended goals and objectives. It can further be defined as the process through which information, ideas, objectives and knowledge are brought together for action.

Problem-solving

This involves the seeking of solutions to problems that arise in an organisation. The problem-solving process leads to the formulation of decisions intended to resolve the recognised problems. The problem-solving process contains six main elements:

- recognising the problem
- analysing the problem
- working out alternative solutions
- choosing the best alternative
- implementing the chosen solution
- evaluating its effectiveness.

Types and levels of decision-making

Management writers often distinguish between two types of decisions. These are routine decisions and unique or innovative decisions.

Routine decisions

These deal with operating procedures and are made through a thorough knowledge of rules, regulations and policies of the organisation. For example, when you decide on the weekly duty roster for teachers, this is fairly routine. In some manuals on the running of schools, heads are guided as to how to make routine decisions.

Unique decisions

But what of unique or innovative decisions which go beyond established procedures?

Activity 7.1

Prepare a brief list of the key areas for decision-making in your school (for example, staffing, finance) and then see if you can recall an example of a routine decision which you have recently made in each area. Then think about any decisions which were in some way unique and note down their characteristics.

20 minutes

Comments

When a head is required to make unique decisions, there are usually exceptional problems involved which require creativity and imagination to resolve. Unique decisions could also be referred to as non-programmed decisions. They often take time to implement because various factors (for example, resources, training of personnel, production of support materials, etc.) may need to be taken into account in the implementation process. For example, a decision to renovate a school reading room to become the school resource centre for pupils, teachers and workers is an innovative one.

Activity 7.2

State who should be involved and why they should be involved in making a decision about renovating a school reading room to become the resource centre for pupils, teachers and workers.

10 minutes

Comments

Views on this will vary and may reflect prevailing cultural and organisational contexts. Two points can be made here. Firstly, as a school head, you should recognise that there are several levels of decisions. For example:

Policy decisions: These are made at higher levels of management such as the Ministry of Education Headquarters. These are decisions which govern matters such as the educational reforms for a whole country, new curriculum, training, employment and deployment of teachers, language policy, etc.

Operational decisions: These are made at the school level by the head, pupils and parents. You implement policy decisions within the framework of your school.

A second point concerns the extent to which participation in decision-making is desirable. We will look at this in the next sub-section.

Decision-making in the school context

Within the school there are many factors which can contribute to effective decision-making by the school head.

Activity 7.3

(1) Refer back to your responses on Activity 7.1 and make a few notes on the extent to which members of your staff take part in decision-making in these various areas.

(2) Prepare a list of those factors which you believe can adversely affect decision-making.

(3) What in your view, is good decision-making practice?

20 minutes

Comments

Decision-making can involve varying degrees of participation and much will depend on the nature of the decision area, your own management style and people's willingness to participate. Arguments in favour of greater participation include the sense of 'ownership' by those who are involved in implementing decisions and the possible reduction of conflict.

Decision-making can be influenced by a range of organisational, political and personal dimensions. For example:

- the role of the head, the teachers and the non-teaching staff in the school: individual behaviours, personality and style can affect the process of decision-making

- the role of school boards and parents: what decisions can they make and how do these affect the head's decisions?

Amongst the characteristics of effective decisions are that they are necessary and timely, and appropriate to the task and situation to hand. They need also to be realisable, clearly communicated to those who have to implement them and acceptable. The last point can be problematic and the school head may need to invest considerable effort in persuading staff of the desirability of the decision. Good decisions ideally need to meet a variety of competing needs – the head's own needs, the staff's, the task and the situation. The possibility for conflict is always around.

Activity 7.4

(1) Identify two decisions you yourself made during the last two weeks. Outline stages you followed to reach the decisions. What steps might you take to improve your decision-making?

(2) A parent has informed you that her daughter is expecting a baby and one of the teachers is suspected to be responsible for the pregnancy. How do you go about solving this problem?

20 minutes

Comments

You may have found it difficult to present your decision-making process in terms of the rational stages of problem-solving suggested earlier in this unit, that is, from 'recognising the problem' to 'evaluating the effectiveness of your decision'. Decisions are rarely entirely rational because of the many complex variables concerned. The mini-case in the activity highlights this.

Decisions in the school which affect people's life and welfare require extensive gathering of data and information. The case requires extensive consultations concerning regulations on the discipline of pupils and the Teachers' Code of Conduct; legal provisions for affiliation, mothering and fathering out of wedlock. Attention will need to be given to social and cultural roles, the status of the teacher, the parents, the girl pupil and the head, and to reconciling a range of different perceptions as to what are appropriate and acceptable decisions to make about the problem.

Remember, no decision is final. All decisions are subject to continuous review in order to solve problems in life.

Summary

In this unit we have examined the nature of decision-making in schools noting its relationship to problem-solving. A number of characteristics of effective decision-making have been identified, including the importance of adopting a rational problem-solving process and the significance of participation in decision-making to help reduce conflict and improve the implementation of decisions.

The Management of Change

8

Introduction

A head of a school today faces many challenges. These derive from a range of sources including the admission of children from diverse cultural, economic and social backgrounds; increasing levels of indisciplined pupils and teachers; the introduction of government policies, procedures and practices; and so forth.

Changes indeed call for extensive patience, emotional stability, self-restraint and control by all members in a school environment – pupils, teachers, non-teaching staff, parents, Government officials and communities at large. This unit looks at some aspects of this process of change and examines how you can improve the management of change in your school.

Individual study time: 2 hours 30 minutes

Learning outcomes

After working through this unit you should be able to:

- outline the range of changes in government policies, procedures and practices, with which schools are involved
- describe the nature of the change process and identify the key management functions and tasks associated with effective implementation of change in schools
- provide support and advice for teachers on accepting changes in education to minimise resistance
- promote acceptance and compliance to changes arising out of national policies and practices.

What is change?

In the introduction to this unit we noted a range of sources or pressures for change and the sorts of changes occurring. These include: changes in admission, curriculum, language policies, structural reforms and the technology of education. It is clear that changes can either be imposed on a school from outside or initiated in the school. However, whatever the source of changes, many writers have noted the responses to change. For example:

- 'old attitudes die hard'
- 'tough times never last but tough people do' (Robert Schultz)
- 'when the going gets tough, the tough get going'.

Activity 8.1

(1) What do you understand by change?

(2) Why do you think that response to change is often characterised by the above quotations?

10 minutes

Comments

It is likely that you will have described change using some of the following terms:

- transfer from old to new position
- transformation of old form to new form
- displacement from one place to another place
- substitution of one item with another one
- alteration of something
- promotion/demotion in rank/transfer
- separation/division/loss of parts from a whole
- mutations/evolution/growth of living things
- shifting of alliance/allegiance, loyalty and control.

The key point is that change means alteration from 'what was yesterday' to 'what it is today' and that is often uncomfortable. A change can be temporary where it is possible to reverse to the old position or form. A change can be permanent when it is not possible to reverse to the old position or form, for example, the ageing process of a living thing is an irreversible process, as is the passing of time. Change which takes place in education is often a planned and deliberate attempt to bring about improvement – this is called innovation. The school head has a key role to play in the management of change and innovation.

Role of the head in the management of change

As a school head, you are expected to be influencing results arising from changes instead of waiting to survive the effects and consequences of change. You are expected to manage change.

Managing change and making it 'stick' is a process involving the following important features:

1 Recognise the need to change – starting with yourself.

2 Diagnose current reality by taking stock of 'Where are we today and where would we like to be tomorrow after the changes?'

3 Mobilise commitment to the change amongst those who will be affected by the change in your school.

4 Draw up plans to get there by taking decisions as to appropriate courses of action, implementing plans, monitoring results and giving feedback to the major actors and beneficiaries involved.

Managing change essentially means taking control of and shaping the direction by influencing in some way the outcome of changes. This involves planning to take action on change.

Planning and implementing change

Your ability to plan for action, to use power and to influence people effectively to bring about change derives from your role as a Lead Professional and the Chief Executive in the school. You are in a vantage point or high position! You will need to know and understand your school and your role as change agent. This will involve data collection, reflection and analysis, vision and concept-building, formulating a strategy for action, implementing action and monitoring outcomes.

Data collection

You should:

- go and listen to new recruits – don't just talk to them
- phone your office when you are away somewhere – this may enable you to know how efficient your institution's switchboard is
- join new people for tea, drink, lunch or sport, etc. – and listen to them
- talk to drivers, porters, tea ladies, subordinate staff to find out how they feel about changes – they hear a lot more than you
- listen to the 'grapevine' – it is rarely wrong
- walk around the school
- smile more often – people will tell you much more.

Reflection and analysis

Think about it, sift it, sort it out and analyse it.

Vision and concept-building

Apply some overall framework to the analysed data in terms of short-term solutions, long-term goals, overall purpose or mission statements, visions and theories about achieving goals, objectives and targets. Formulate strategies for action.

Implementation

Ideas without action are useless. Implementation is translating ideas into action, 'Go out and try' strategies. Monitor events and report on the outcomes. But how best can we implement change? What sort of strategies are most useful? The next activity should help you to develop some practical guidelines concerning the management of change.

Activity 8.2

Think back over the last year and reflect on some of the changes which you or a member of staff have introduced into your school. Identify one change which was generally successful and one which which was less than successful and attempt to draw up a list of reasons for success and failure. You could use a chart like the one shown in Fig 10.

30 minutes

Fig 10 Reflecting on changes

1 The change

What went wrong

Possible reasons for failure

2 The change

Factors contributing towards success

Comments

There are many reasons why things can go wrong in introducing and implementing change in schools, and your reasons will probably have included items such as lack of training, shortage of resources, resistance from teachers, etc. A large number of studies have been undertaken into the nature of change and the change process and guidelines have been developed concerning the factors which can contribute towards success. For example, the importance of planning, of good communications, and of ensuring the relevance and feasibility of the proposed change are often stressed. Indeed, what emerges is the key role of management! The school head needs to deploy his or her management skills in planning, organising, directing, supervising and evaluating change. These are the key management functions which we introduced in Unit 1 'Introduction to Educational Management'.

Sources of power

You may remember from Unit 1 that management was described as getting things done through people. In order to bring about change the school head may need to pay particular attention to mobilising commitment to change amongst staff in order to ensure successful implementation. He or she also has access to various sources of power which can be used to influence the direction of change within the school.

Activity 8.3

List the sources of power which are available to you in your role as school head. You can compare your list with that given below.

10 minutes

Comments

The following sources of power may be available to a school head:

Coercive power: To create fear by use of threats or punishment – apply this with care in a democratic society!

Expert power: This derives from special knowledge about education and culture which others may need and do not possess. Respect for, and need for this knowledge can create compliance to change requirements.

Role power: The role of head has rank, status and reputation; these can have a powerful influence on pupils, teachers, parents and the community.

Reward power: The head can indirectly reward teachers financially by recommending them for promotion. The head can promote or demote a child from one grade to another.

Connection power: This derives from a head's access and network membership upwards, downwards and sideways anywhere in any country.

Overcoming resistance to change

Activity 8.4

The statements below represent some conservative positions which individuals take in organisations. How often have you heard these statements made in your staff meetings. How do you handle such statements?

20 minutes

We tried that years ago and it didn't work.

Nothing will ever change around here.

Things are changing so fast that if we buy one now it will soon be out of date. Let's wait...

This requires extensive and thorough analysis.

A lot of change is just for the sake of change.

Organisational change is like pulling up your plants to see how the roots are coming along.

Let's wait...

If only I had time ...

Plus ça change, plus c'est la même chose.

You can't teach old dogs new tricks.

There's nothing wrong here that a good upturn in the market wouldn't put right...

I have never stood in the way of progress, but...

Your ability to handle resistance to change will depend on your awareness of the sources of that resistance. Sources of resistance to change include:

- fear of the unknown
- lack of information
- misinformation
- threats to core skills and competence
- threat to status
- threat to power base
- no perceived benefits
- low trust organisational climate
- poor relationships
- fear of failure
- fear of looking stupid
- reluctance to experiment
- custom bound
- reluctance to let go
- strong peer group norms especially amongst teachers and pupils.

If you study this list carefully, you will realise that the resistance to change formulation can be rather an over-simplification of the reasons why change is not always successful. Whilst there may well be some teachers who will always resist change, the school head can try to ensure that resistance does not develop in the first place or if it does that it is minimal. This can be done by adopting appropriate implementation strategies and ensuring good communications and support for implementation at all times.

Summary

This unit has provided a brief overview of some of the important issues surrounding the management of change in schools. It has explored a number of strategies which a school head can adopt to help bring about change. Change is a complex process and often hard to manage, and what we find is that the effective manager of change is one who adopts the management principles and techniques which have been the focus of the various units making up this Module.

Improving Education Management

Better management in schools and in education systems has been given higher priority since the Jomtien conference on education quality. Most of the following publications originate from the Commonwealth Secretariat, or from the Donors to African Education Working Group on the Teaching Profession, led by the Commonwealth Secretariat.

BLOOMER, K (1991) *Decentralising the Education System*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Building a School Management Development Programme*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Headteacher Training and Support Programme for Africa*, Reports of three Commonwealth Secretariat/Unesco/SIDA/GTZ regional workshops in Kenya (April 1992), Nigeria (June 1992) and Botswana (March 1993), London, Commonwealth Secretariat.

Commonwealth Secretariat and the World Bank (1991) *Priorities for Improving Teacher Management and Support in Sub-Saharan Africa: An Agenda for the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Summary Report of the Fifth Meeting of the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Country Action Plan Programme*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1992) *Teacher Management and Support*, London, Commonwealth Secretariat.

COOMBE, C (1992) *Better Schools: Improving Teacher Management in Africa*, Paper prepared for the Regional Conference of the Commonwealth Council for Educational Administration, Hong Kong, August 1992, London, Commonwealth Secretariat.

DADEY, A AND HARBER, C (1991) *Training and Professional Support for Headship in Africa*, London, Commonwealth Secretariat.

HALLIDAY, I (1989) *Personnel Information Records and Management Procedures in the National Education System: Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

HALLIDAY, I (1991) *Good Registry Practices*, London, Commonwealth Secretariat.

HALLIDAY, I (1992) *Why Delegate? A Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

MCNIE, B, WHITE, R AND WIGHT, J (1991) *Headteacher Management Training and the Development of Support Materials*, London, Commonwealth Secretariat.

VALERIEN, J (1991) *La Gestion Administrative et Pedagogique des Ecoles: Guide pour les Directeurs et Directrices d'Ecole*, Paris, Unesco.

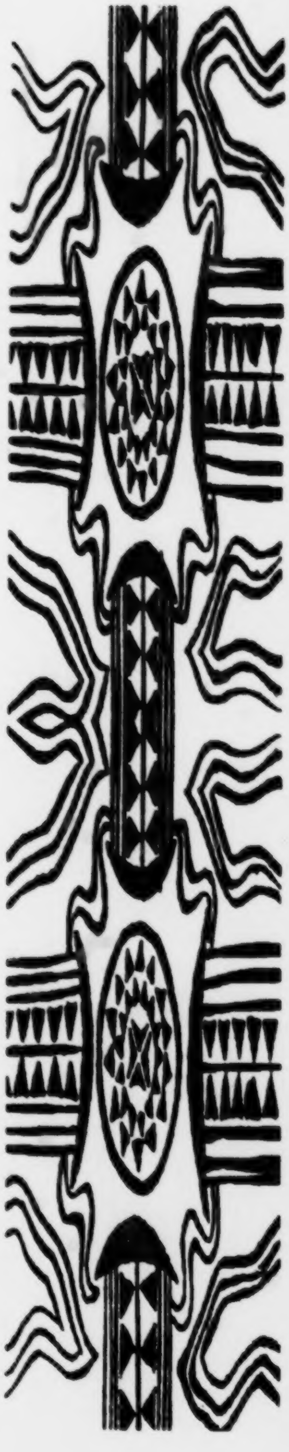
Publications are available from:
Education Programme
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX

BETTER SCHOOLS

Resource Materials for School Heads

Module Three

Personnel Management



Better Schools: Resource Materials for School Heads in Africa

Principals are in the front line of the battle to create an environment for quality education. But school heads in Africa work under the most difficult conditions, and are often not well-prepared for the tasks they must undertake.

At the very least, an effective principal will be able to:

- manage and deploy school resources efficiently
- allocate school accommodation appropriately
- ensure satisfactory standards of maintenance and cleanliness of school facilities
- guide curriculum implementation and change
- organise staff development in school
- create a professional ethos within the school by involving promoted staff in decision-making.

During 1992, seven Ministries of Education in Africa (in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe), assisted by a further four (in Ethiopia, Sierra Leone, Tanzania and Zambia) produced training modules intended to help school heads in Africa improve their managerial and professional leadership skills. The materials were drafted by writing teams in each country, and critiqued at two regional workshops (Kenya Education Staff Institute, April 1992 and National Teachers' Institute, Nigeria, June 1992). They were then trialled among school heads and inspectors, teacher trainers and district officials in seven countries. The set of seven modules listed below was finally launched at a Commonwealth Africa workshop hosted by Botswana's Ministry of Education in March 1993:

Module 1	Self-Development for Educational Managers
Module 2	Principles of Educational Management
Module 3	Personnel Management
Module 4	Managing the Curriculum and Resources
Module 5	Financial Management
Module 6	Monitoring School Effectiveness
Module 7	The Governance of Schools

These materials were designed to be used in any English-speaking education system in Africa; country-specific versions may be available for some systems. The materials can be used in a variety of contexts: for self-study, distance learning, by peer groups and in workshops, and as a basis for coursework in institutions and faculties of education. They attempt to introduce school heads to important aspects of managing a school, from the most basic to more complex tasks, in a very practical way.

The modules were prepared under the **Training and Support Programme for School Heads in Africa** supported by Ministries of Education in Africa, the Commonwealth Secretariat, Unesco, SIDA and GTZ. Editing, design and production of the training modules was co-ordinated by the Commonwealth Secretariat Education Programme. Related publications are listed on the back cover, and are available from the Commonwealth Education Programme.

Better Schools
Resource Materials for School Heads

MODULE 3

Personnel Management

Commonwealth Secretariat

These materials were prepared co-operatively under the **Training and Support Programme for School Heads in Africa**. Ownership is vested in the following:

Ministry of Education, Botswana
Ministry of Education, Ghana
Ministry of Education, Kenya
Ministry of Education and Culture, Namibia
Federal Ministry of Education and Youth Development, Nigeria
Ministry of Education and Sports, Uganda
Ministry of Education and Culture, Zimbabwe

Commonwealth Secretariat
German Agency for Technical Co-operation (Deutsche Gesellschaft fur Technische Zusammenarbeit [GTZ], GmbH)
Swedish International Development Authority
Unesco

COMMONWEALTH SECRETARIAT

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Designed and formatted by Geoffrey Wadsley.

Preface

Following the World Conference on Education for All in Jomtien, Thailand in 1990, education ministries, international agencies, and NGOs have agreed action plans to improve the capacity and performance of schools. The plans recognise that the school principal carries prime responsibility for creating an effective educational environment. Without the necessary skills, many heads are overwhelmed by the task.

In Africa, the situation is particularly acute. In rapidly expanding systems, experienced and skilled teachers are customarily appointed to run complex schools without adequate preparation and back-up support. Alex Dadey and Clive Harber improved our understanding of school management by describing the unique work patterns of heads in Africa in *Training and Professional Support for Headship in Africa*. Their work proved that management techniques appropriate elsewhere cannot be imported unmodified into African systems, with their very intricate demands. They also demonstrated that strategies for training and supporting school heads were generally inadequate throughout Africa.

The Commonwealth Secretariat/Unesco/SIDA/GTZ **Training and Support Programme for School Heads in Africa** was initiated by the Commonwealth Education Programme in 1991, following a plea from the Inspectorate in Uganda to find ways of assisting school heads to do their job better. In Africa, it was apparent that local or national workshops, the traditional way of providing training for a relatively small proportion of heads, were clearly inadequate: they were expensive, and could cover only a few heads. (There are perhaps 18,000 school principals in Kenya and Uganda, for example, and over 40,000 in Nigeria.) New strategies were needed. Investigation also highlighted the lack, across Africa, of good quality, comprehensive and user-friendly resource materials on school management. Such materials as were available tended to be outdated, in short supply, and in many cases written in language ill-suited to busy heads. Nevertheless, several countries (Zimbabwe, Uganda and Botswana, for example) had begun to prepare manuals for school principals.

The joint Programme undertook to work with English-speaking African ministries, to analyse the way they trained school heads, given available resources. At the same time, writing teams in seven countries, with the support of their Ministries of Education, began drafting resource materials covering the primary aspects of running a school in Africa. Problems of producing and distributing training materials were also addressed.

Three regional workshops were held, attended in the main by a regular core of Chief Inspectors, Directors of Schools and teacher educators, as well as heads and representatives of associations of school heads. The workshops provided opportunities to share experience, to critique the work of the writing

teams, and to hammer out clearer and more effective strategies for training, and for materials production and distribution. The meetings are described in three reports, available from the Commonwealth Secretariat, which outline the **Training and Support Programme for School Heads** more fully, and give details of related publications on teacher management.

The training modules were written, trialled, edited and designed, and made ready for presentation at the final Commonwealth Africa workshop in Botswana in March 1993. They constitute a remarkable testimony to the possibilities for effective co-operation among education professionals across the sub-continent.

In practical terms, the work has been co-ordinated by the Commonwealth Education Programme. But nothing could have been achieved without the very generous contribution of participating Ministries of Education. Permanent Secretaries have assigned senior ministry staff and school heads to work on the materials; they have committed funds from overstretched budgets to support the writing teams; they have made trialling and testing of the materials possible; and they have released their staff for the regional sessions. My thanks go first of all, therefore, to the Permanent Secretaries of education ministries in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe for their co-operation and unfailing support.

We are of course particularly grateful to the team leaders from those countries for adding an additional assignment to their already heavy schedules, and persisting against very tight deadlines: Mr Reuben Motswakae, Deputy Director, Teaching Service Management, Botswana; Mr John Atta-Quayson, Deputy Director-General, Ghana Education Service; Mr John Lodiaga, Director, Kenya Education Staff Institute; Mr Len le Roux, Deputy Director, Rossing Foundation, Namibia; Professor Etim N E Udoh, Deputy Director, Institute of Education, Ahmadu Bello University, Zaria, and Alhaji Garba S Kuta, Deputy Director (Teacher Education), Federal Ministry of Education, Nigeria; Nigeria; Mr James Nkata, District Education Officer, Mpigi, Ministry of Education, Uganda; and Mr R G Sisimayi, Deputy Chief Education Officer, (Standards Control Unit and Professional Administration), Ministry of Education and Culture, Zimbabwe.

The Programme has demonstrated the practical advantages of working co-operatively. Participating ministries were supported throughout by generous financial contributions from the Swedish International Development Authority, the German Agency for Technical Co-operation (GTZ), and Unesco. Joint funding has made possible the development of a regional strategy to address the needs of school heads, and laid the foundation for bilateral support for national initiatives. We are confident that such partnerships set the tone for future collaboration.

Finally, in the background, three consultants have provided expertise in bringing our work to completion: Richard White of Moray House Institute of Education; Bob Smith of Bristol University's School of Education; and Suzie Rodwell. We thank them all. Responsibility for this work within the Education Programme has rested with Carol Coombe and Jakes Swartland.

Peter Williams
Director
Education Programme
Human Resource Development Group
Commonwealth Secretariat

January 1993

General Introduction

What is our purpose?

It is widely recognised and agreed that one of the key factors influencing school effectiveness is the nature and quality of the leadership and management provided by each school head.

This series of modules has been written to provide school heads with a source of practical ideas about ways in which they may become better managers of better schools. The material does not present much theory; instead each reader is required to draw on their own individual experiences and to evaluate their own circumstances and practices, in order that they may apply the lessons learned in their schools. Like other professionals, school heads need to accept a large measure of responsibility for their own self-development and for the development of their schools.

The extent to which these materials have a practical impact on school quality will only become clear over time, but school heads should fairly quickly be able to identify some examples of how they have changed the way they manage their schools and how their schools are better as a result. Heads may wish to share ideas with their school colleagues, District Education Officers and Inspectors, and discuss with them what they are doing, and how these materials are helping to improve their practice.

Who are the materials designed for?

These materials are written primarily for practising school heads of both primary and secondary schools, whether government or private, with whatever type of curriculum. We hope that principals of other educational institutions, including teacher training colleges, will find these materials of use.

We are not aiming just at newly appointed school heads, undergoing induction. At whatever career stage they may be, school heads know that there is always more to learn. The expression 'You can't teach an old dog new tricks' only applies to those ready for retirement.

Some readers may still be teachers who hope, one day, to become school heads; these materials are also for them.

Management skills are also required by many others involved in education, from the Minister or Commissioner of Education, through to District Education Officers and their staff, inspectors, school governors, private school owners, and even, in some aspects, parents and members of the community. These materials are for readers who belong to any of these groups, and who are interested in improving school performance.

What are the methods of study?

Since these materials are written for a variety of people, let us move from describing readers specifically as 'school heads' to something more direct and personal: 'you'.

Self-directed study: One of the main ways in which we hope you will use these materials will be through self-directed study or open-learning. By self-directed study we mean that you, the readers, choose when and what you want to study. Because everyone has a different background, in the experience we have and in the character of our schools, our learning needs vary considerably. We hope within the seven modules, each of which consists of between five and eight units, you will find something new and relevant to your needs. You may study the modules in any order; indeed many units may be studied on their own.

The modules may be studied by individuals working on their own, or in informal or formal study groups.

Individual study: A large part of our learning takes place on our own, perhaps reading and thinking quietly in school, or even at home. We hope that these materials will be available for you to do this. Then you may select what you want to learn, in the order and at the pace of study you choose. In this way you are not put under any immediate external pressure, but may work out for yourself what may best apply to you and your school.

Informal study groups: Of course you do not have to study these modules only on your own. The materials could and should be used by you with other heads in your locality, coming together informally, in peer groups or study circles, perhaps at a local teachers' centre, to review your work and share ideas. Within your own school members of staff would benefit by looking at topics together. If you have a school development committee the materials should prove a useful source of ideas. The materials could also be used by your Association of School Heads, either at district or national level, during workshops or at your annual meetings. Your association might appoint from the members a training officer, to be responsible for initiating, facilitating and co-ordinating training programmes.

Formal groups: These materials can also be used in a more systematic way to cover all school heads at formal workshops organised by District Education Officers, or for more advanced specialist courses, by a national management training institute, a teachers' college or a university faculty of education.

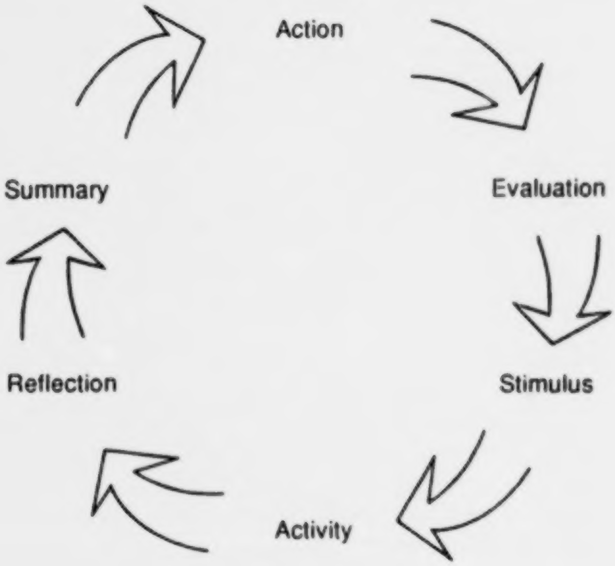
Distance learning: These materials can also be adapted for distance-learning courses and for use by the media, whether in print or broadcasting.

How is the content related to change in schools?

These resource materials are written in an interactive style which requires your participation. More than that, they require a commitment on your part to introduce into your school beneficial changes, which are relevant, cost-effective and accepted by your staff, pupils and community.

Each unit contains a variety of stimuli which are intended to get you thinking, to capture your interest and to open up the topic. These include activities like drawing up checklists, answering questions, gathering data, and discussions with your colleagues, whether teachers in your school or other heads. Whilst you are doing the activities you will be involved in reflection, in which you are encouraged to think through issues, to reconsider standard practices, and to seek alternative solutions to solving problems. Within the units there are regular commentaries which draw together loose ends and consolidate principles. The study of these resources will not be complete until there is some action by you in the way in which your school is organised and managed, following guidelines included in each unit. Evaluation, especially self-evaluation (which also relates to the concept of reflection above) is the last element in this cycle.

The cycle of learning within each unit is illustrated below:



How are the modules and units organised?

Each module has a standard general introduction (which you are now reading) and an introduction which is specific to the unit.

Each unit is written in a standard form, as follows:

Introduction: This provides an overview of the contents of each unit and provides a link between the units in the module.

Individual study time: An estimate is given of the amount of time you will require to study the unit on your own, including all of the activities. Of course, if you are working in a group it is likely that more discussion will be generated, and thus more time will be required.

Learning outcomes: These provide a series of statements about what you might expect to cover and learn if you complete a unit.

Activities: These require your involvement, perhaps by drawing on your experience, or through the gathering of data. Sometimes an activity comes at the start of a section, and sometimes an activity follows a piece of text. It is important that you do all the activities, as they form the core of each unit and provide the basis of the interactive approach to learning used here. As the activities vary considerably in character you should read the instructions carefully.

Comments: Avoid looking at the sections which follow most of the activities until you have completed each one. The comments are intended to provide a discussion of some of the points you may have identified in the activity. They are not intended as model answers.

Summary: This appears at the end of each unit to pull together the ideas which have been brought out.

Reference materials

None of the modules can be studied without access to other materials, the most important of which should already be at hand in your school or at your local District Education Office.

Important materials published in your country or available in your school include:

- the constitution
- education acts
- by-laws relating to your state, region or district
- civil service rules and regulations
- executive instruments on education
- policy papers, guidelines and circulars from the Ministry of Education
- code of conduct for teachers
- the constitution of the board of governors or school committee
- annual reports, speeches, exam results, pupil/staff data, etc.
- school account books, stores ledgers, rules and regulations, timetables, circulars, report forms, minutes of meetings, etc.
- pupils' exercise books and work.

You should also look out for books about the history and development of education in your country, and within Africa. In addition there are usually many useful articles on current educational issues in newspapers and magazines, and on radio and TV.

You should also have to hand a good dictionary.

Readings

In addition there are very many books on management, including educational management. We would suggest you look for these in your local bookshops and libraries; it is possible that the Association of School Heads in your country produces an up-to-date list of current management materials and where they may be obtained.

However, it is unlikely that many titles will be readily available to the average school head, particularly those in rural areas. We hope that the

publication of these modules will encourage more people to write complementary texts and for publishers to ensure the availability of relevant books on educational management wherever schools are located.

Here we have limited the list of books to those written specifically for educational managers in Africa.

ADESINA S (1990) *Educational Management*, Enugu: Fourth Dimension

ASIEDU-AKROFI K (1978) *School Organisation in Modern Africa*, Tema: Ghana Publishing Corporation

CHUNG F (1988) *Basic Principles of Administration*, Harare: College Press

FAGBULU A M (1972) *Administrative Practice for Teachers*, Ibadan: Evans

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Handbook on Training Methods in Educational Management*, Harare: Unesco

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Book of Readings in Educational Management*, Harare: Unesco

MBITI D M (1976) *Foundations of School Administration*, Nairobi: Oxford University Press

MUSAAZI J C S (1982) *The Theory and Practice of Educational Administration*, London: Macmillan

OZIGI A O (1977) *A Handbook of School Administration and Management*, London: Macmillan

Contents

Your first step should be to examine the following list of contents to select those modules and units you feel you may wish to study. At the start of each unit there is an introduction and a set of learning outcomes which should enable you to decide quite quickly whether the material is likely to be of value to you.

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Unit 7: Decision-making and problem-solving	2
Unit 8: The management of change	2½
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Personnel Management 3

Introduction

Managing the human resources available at a school is probably the most important task of a school head. In any country the major portion of the national budget allocated to education is spent on paying personnel. The success, therefore, of any school programme depends on how efficiently the school head can deploy this important resource for the best use of the school.

The recognition of personnel management as an important element of the school head's daily activities, and the increasing emphasis on in-service training for teachers, has led to an increased interest in the field of staff development. The school head being often viewed as a 'manager of people', it is evident that the skills associated with personnel management can assist him or her in managing the school more efficiently.

The purpose of this module is to introduce the school head to a number of skills and techniques that can lead to a more sympathetic management of staff members. This requires a variety of skills that might include the keeping of records, identifying training needs, dealing with unions, problem-solving, motivation, staff appraisal, and a whole host of related activities.

Individual study time: 24 hours

Objectives

After working through this module you should be able to:

- identify and select staff members to be appointed to your school
- identify training needs and plan training programmes to meet these needs
- motivate your colleagues
- introduce a system of staff appraisal and supervision relevant to your school
- manage a system of staff records and meetings
- manage conflict situations.

Units

This module is divided into eight units.

Unit 1: Staff selection *3 hours*

This unit aims to assist you in selecting staff members to the school.

Unit 2: Staff development *3 hours*

Through this unit you will be able to identify the training needs of your staff, and plan training programmes to meet these needs.

Unit 3: Staff motivation *3 hours*

The important subject of motivating staff members to achieve their best, often under difficult circumstances, is the topic of this unit.

Unit 4: Staff appraisal *3 hours*

Appraisal is directed towards helping a teacher become as effective as possible in the teaching/learning process. In this unit you will learn why and how staff appraisal should be carried out.

Unit 5: Staff supervision and discipline *3 hours*

Because all the activities of the school remain your responsibility, you need to ensure that delegated tasks are actually carried out on time, and in a proper manner. Therefore, you need to supervise, to oversee, the work of others in the school. Here you will learn to apply specific methods of supervision and discipline in your work situation.

Unit 6: Keeping staff records *3 hours*

Records in a school contain important information about school administration and the staff. In this unit you will specifically look at one element of record keeping, that of staff records.

Unit 7: Managing meetings *3 hours*

Time is an important resource to a school head, and not to be wasted. In this unit you will learn to identify some techniques for conducting meetings more efficiently.

Unit 8: Managing conflict *3 hours*

Conflict can become physically and emotionally damaging, or it can lead to growth and productivity for all parties. In this unit you will discuss what conflict is, and how it can be resolved.

Contributors

This module was written by a team in Namibia:

Mr Len le Roux **(Team Facilitator)**	Deputy Director, The Rössing Foundation
Mr Alfred Ilukena	Chief Inspector, Ministry of Education and Culture
Dr Robert West	Chief Education Officer, Secondary Schools
Mrs Jeanne Averia	Head teacher, Namibia English Primary School
Mrs Miriam Truebody	Director, Private Sector Foundation

Dr Rosemary Davis	Management adviser, National Institute for Educational Development
Mr Lloyd Ulrich	Director, Otjikondo School Village Foundation
Mt Tjekere Tweya	Chief Education Officer, Windhoek Region

In addition, support for the development of this module was provided by the national teachers' union (NANTU), by trainers involved in a school head training programme nationwide and school heads attending these courses.

UNIT

1

Staff Selection

Introduction

Some of the procedures of staff selection are prescribed by the Ministry of Education or by the Public Service Commission. These prescriptions must be studied by those involved in selecting staff. It will then be clear in which areas initiative can – and should – be taken.

Individual study time: 3 hours

Learning outcomes

After working through this unit you should be able to:
- understand the processes of staff selection
- understand the roles of the key figures in selecting staff members.

Types of vacancy

A vacancy may be either permanent or temporary in nature.

Activity 1.1

(1) What type of vacancy occurs most frequently at your school?

(2) What difference does the type of vacancy make when you are considering an appointment?

15 minutes

Comments

When a permanent appointment is to be made, it is crucial to ensure that the right person with the most appropriate skills is appointed.

For a temporary appointment, this may or may not be critical: it will often depend on the period of time for which the appointment is to be made. While one should try to appoint someone with the appropriate skills, it may be more important to have a committed teacher in the classroom rather than leaving the post unfilled simply because no-one with exactly the right combination of skills can be found.

Assessment of needs

A vacancy on the staff of the school offers an opportunity for a reassessment of needs. In some cases it will be desirable to find someone who can offer the same combination of skills as the person who has left the staff; but on many occasions it may be better to rationalise or to introduce new skills.

Activity 1.2

A teacher has recently resigned from your school.

(1) What steps will you take to assess the needs of your school in replacing that particular teacher?

(2) What factors will influence your assessment of those needs – subject choice, gender, extramural abilities? List as many as you can.

15 minutes

Comments

As an example, mathematics may have been fragmented among several members of staff because it was a subject in which no-one was qualified and which no-one really wanted to teach. Irrespective of what subjects were taught by the teacher who left the school, this may be an opportunity to secure the services of a mathematics specialist.

In assessing needs, the school head should consult with the rest of the school management, with the school board (committee), and possibly with other members of staff.

Advertising the position

Different ministries follow different procedures for advertising vacant posts.

Activity 1.3

You have the task of placing an advert for a science teacher for your school. What information do you think should be made available to ensure that the correct applicant applies for the post?

15 minutes

Comments

Some ministries have circulars issued at regular intervals, in which all vacant posts are advertised. Other ministries rely on the public media for advertising vacant posts. Sometimes a combination of the two approaches is used. In some situations, particularly where there is a critical need, a school may place an advertisement at its own expense, while for short-term temporary appointments it may not be necessary to advertise at all.

Whether the advertisement is placed by the school or whether information for an advertisement is submitted to an education office, care should be taken that the information submitted is clear, correct, and complete, and that it is submitted as early as possible.

The school should keep a copy of the information submitted.

Some types of appointment can be vacated on twenty-four hours' notice, while for others a month's notice is required. But a month does not normally allow sufficient time for the advertising and filling of the vacancy. The school head should develop an atmosphere among the staff which will encourage them to give notice of their intention to leave at as early a date as possible, so that the post can be filled with minimum disruption to the activities of the school.

Selection

Selection should never simply be on the basis of documents submitted, although these will play an important role. Documents should be carefully studied to determine:

- whether the applicant appears to meet the advertised requirements
- the applicant's previous employment record
- the care which the applicant has taken in filling out the application.

The necessary follow-up should then be undertaken. Watch out for possible forgeries.

Activity 1.4

Design an application form for a teaching post which will provide all the information you require for a preliminary sifting.

30 minutes

Comments

Applicants who do not meet the advertised requirements cannot be considered for permanent appointment, while in short-term temporary posts exceptions can be made. If copies of certificates are enclosed, it may be necessary to verify their authenticity, even if they are certified as true copies.

The previous employment record will indicate whether the applicant's experience matches his or her qualification. It will also reveal whether the applicant has progressed from one position of responsibility to another, or, on the other hand, whether he or she is someone who apparently cannot stay in any job for long. If at all possible, the applicant's supervisor in the most recent post should be consulted about his or her abilities. A written record should be kept of these inquiries.

The appearance of the application is important. A candidate who has taken little care over completing the form and attaching necessary documentation, is not likely to take much care in lesson preparation or in following-up pupils' difficulties.

During this sifting exercise, those candidates who are clearly unsuitable will be eliminated and should be advised accordingly. If many apparently suitable candidates remain, further sifting can be done by making contact with their former supervisors. Those who remain on a short list of suitable candidates should be interviewed for the position.

Interviewing

Applicants who have been short-listed should be advised in good time of their interview. If at all possible it should be arranged for a time which is not going to interfere with their present job. Approximately 40 minutes should be allowed for the interview, after which the members of the panel should have about 20 minutes to discuss their impressions of the applicant before the next interview starts.

Activity 1.5

Design an standard form of questions to ask during the interview of a prospective teacher.

20 minutes

Comments

Interviewing should be undertaken by a panel of two or three. Too large a panel might intimidate the candidate, while leaving the interviewing to a single person places an extremely heavy responsibility on that person. Remember, two heads are better than one.

If the interviewing is being done at the school, the panel might consist of the school head, the deputy (or a head of department in the subject field for which an appointment is to be made) and a representative of the parent committee. The members of the panel should decide among themselves who is going to head the panel for a particular interview. This person will take the lead in asking questions, but should also give the other members of the panel an opportunity to ask questions.

All members of the panel should be thoroughly familiar with the documents submitted by the applicant and with the results of any telephone or other inquiries which have been made.

The assumption when interviewing starts is that all those to be interviewed are equally suitable for the position. If this were not the case, the less suitable ones would have been eliminated without an interview. There are two purpose of the interview:

1 To confirm the suitability of the candidates.
2 To distinguish clearly which candidate is best, which one second best, and so on.

When the applicant is shown in for the interview, he or she should be introduced to the members of the panel. The head of the panel should engage the interviewee briefly in casual conversation to establish a relaxed atmosphere.

Questions should focus on the job which the applicant will be expected to perform, and may take the form of posing problems and asking the applicant how he or she would deal with them, or of asking how routine tasks would be tackled. For example:

1 How would you deal with a pupil who fails to bring written homework to school, and says it has been done, but left at home? How would you deal with the same pupil the second time this happens?
2 How would you deal with a group of a dozen pupils who have performed very poorly in a test?

3 What sort of preparation would you do before conducting a lesson at grade 10 level on an English poem?
4 How do you integrate theory and laboratory work in the grade 12 curriculum?
5 How would you respond if your head of department were to give you what you considered to be an unfair assignment?

At the end of the interview the applicant should be given the opportunity to ask questions, then thanked for coming, and advised that the result of the interview will be communicated as soon as possible.

During the interview and in the course of the discussion which follows it, brief notes should be made of the applicant's responses to questions. (It might be necessary at a later stage to remind the successful candidate of a response made during the interview!)

Appointment

After the interviews, the process of appointing the best candidate should be kept as brief as possible. The best candidate should be contacted soon after the interview, told that he or she is being nominated for the position, and asked whether he/she is likely to accept. (It may be that the applicant has been short-listed for two or three posts, and would actually prefer one of the others.)

Activity 1.6

Draft a letter advising an applicant that he or she has been unsuccessful.

10 minutes

Finalising the appointment

In government service the chief executive officer of the Ministry of Education normally has final responsibility for the selection and appointment of teaching staff. This authority is delegated to an appropriate official, who will probably not be the same for all levels of posts. For example, authority to fill a short-term temporary post might rest with the school head, while an inspector or chief inspector might be responsible for the permanent appointment of teachers, and the head of a regional office for the appointment of a school head.

If the power to finalise the appointment does not rest with a member of the interviewing committee, the necessary documentation and recommendation should be forwarded to the responsible official as speedily as possible, and if there seems to be undue delay in acting on the recommendation, the head of the interviewing committee should follow up, as there is always the danger of a good candidate being lost to another post.

The successful applicant should receive oral confirmation of the appointment as soon as possible, followed up by a formal letter of appointment (setting out any conditions attaching to the appointment) and a clear job description. The successful applicant should sign the forms for the acceptance of the post.

Summary

The correct decisions made at this stage of the appointment of members to the staff will to a large extent determine the atmosphere and general tone of a school. Judicious planning at an early stage of the process, for example, the careful compiling of the information for the advertisement of the post, can save the school head considerable time and possible headaches in the future.

UNIT

2

Staff Development

Introduction

The concept of staff development recognises that all people may improve their capabilities and become more efficient at what they are doing. Much of the time we are likely to say 'This is an area in which I think I can do better'. We may be aware that we can improve by observing the performance of others. Sometimes, however, we need another trusted person to help us identify those areas in which we need to better our performance. Once we have done this, there are various ways in which we can get others to assist us in in the process of self-development.

Individual study time: 3 hours

Learning outcomes

After working through this unit, you should be able to:

- identify the training needs of your staff
- plan training programmes to meet these needs
- implement a training programme
- evaluate the outcome of such training.

Responsibility for initiating training

Responsibility for initiating training is shared by those in need of training, their immediate supervisors, and those in management positions from the district, regional or head office.

Those who are in need of development are actually the ones in the best position to initiate training. Thus teachers are likely to have a fairly strong awareness of their own training needs. If they wait for others to organise training for them, they may find that their training needs are not satisfied for a long time, if ever!

School heads also have an interest in arranging training for themselves and for their teachers. As the chief administrator of the school he or she has a responsibility for ensuring that education takes place efficiently. If this is not happening because the teachers are incompetent or lack confidence, the school head should initiate in-service training.

At the education office there will be officials with a controlling or advisory function – superintendents, inspectors and subject advisers. The actual designation of the post does not matter: their job entails ensuring that sound education takes place in their schools. They, too, have a responsibility for ensuring that staff development is possible for their teachers and school heads.

Any one of these parties can sit back and wait for someone else to initiate training, but it is really a joint responsibility, and each of the members of the partnership can be the one who facilitates staff development.

Identification of needs

We have suggested that the teacher knows in what areas he or she is in need of training. Similarly, the school head and other school administrators will know in what areas of management they are falling short.

This intuitive knowledge is not sufficient for the development of a fully adequate training programme. Detailed questionnaires completed by the teachers will point more clearly to the areas in which training is needed. But in the absence of a scientific approach a great deal can be achieved by a group of teachers using brainstorming techniques, provided they are completely open and honest.

Brainstorming

In brainstorming one member of the group is chosen to write up on a blackboard all the ideas suggested by the other members of the group. Teachers will call out the problems they experience, and each will be written down without discussion or comment. When no-one has any more suggestions, the members of the group will discuss the problems briefly and group together those that are related. Only after this is there a detailed discussion of each of the problems and the sort of training which would help to overcome it. During this discussion there should be no particular reference to the person who first identified the problem: it is discussed in general terms, but as experienced at that particular school.

Activity 2.1

Using the technique described above, list the training needs of your staff members.

15 minutes

Comments

If too many problems have been identified for discussion, the group decides which one is most pressing, and another time is set for the discussion of the other problems.

In the paragraphs below some of the likely problem areas are briefly reviewed.

Management/administration

Problems identified may include:

- the lack of participation by the staff in management decisions
- poor planning, for example, when dates for important staff and subject meetings are not set sufficiently far in advance, when there is a lack of relief cover when a teacher is absent from class, etc.
- poor communications when, for example, staff members are unaware of the details of decisions which affect them.

Didactic

Teachers may feel that they would achieve greater success with their pupils if they had greater competence in teaching methodology. Specific problems may include:

- depending too much on the textbook and using a lecturing approach
- having academic knowledge of a subject but not knowing how to transmit this knowledge to the pupils
- classes being too large for adequate attention to be given to the pupils' individual problems
- pupils achieving poor text results, despite seeming to understand their work in class and doing their homework.

Teaching content

The content to be taught is set out in the syllabus. Many teachers depend so heavily on the textbook that they forget that the syllabus must be regularly consulted, as this is the document which should determine what should be covered and how much attention should be given to each aspect. When there is a change of syllabus, the teachers may need guidance on interpreting the new document, and may find that there are sections of the syllabus which they simply do not understand because of advances in the subject since they underwent training.

Assessment

The syllabus normally has very specific instructions about the way in which assessment is to take place. Teachers' problems may however be of a very practical nature, such as:

- how to get a test or question paper neatly typed and copied
- how to organise security so that pupils do not have access to questions before the time
- how to keep an accurate record of marks awarded during continuous assessment
- how to set examination questions that adequately cover the syllabus.

Child development

Teachers who are either unqualified or who have subject qualifications but no teaching certificate/diploma may need to learn about the stages in child development and about how to motivate children to learn and to discipline them fairly.

Language

In many cases learners have to work through a medium of instruction which is not their home language. Although the subject teacher may have a good grasp of the subject content and be competent in subject methodology, little learning may take place as a result of communication problems. Special in-service training may be needed to overcome this problem.

Activity 2.2

(1) Utilising your list developed in Activity 1 group the problems into the areas suggested above.
(2) Rank the list in priority of training needs.

10 minutes

Seeking assistance

Before looking for outside assistance, the staff of a school should make use of the skills they have available on the spot. The more experienced teachers on the staff should be able to help those who are less experienced. Those with higher qualifications should be able to help those whose training has been less thorough. Even two teachers experiencing similar problems may, by discussing their problems with each other, be able to work out a solution.

It should be remembered that every member of staff has something to offer his or her colleagues, and that every member of staff, however competent, can still learn from others.

Activity 2.3

Having grouped the training needs of your colleagues (Activity 2), suggest a possible person or institution that can provide the required in-service training.

15 minutes

Comments

Once everything possible is being done to use the skills available within the school, it may still be necessary to look further afield for assistance. Outside assistance should be in the first instance be sought from neighbouring schools.

For management problems the circuit inspector could be called on to assist, and if the education office has subject advisers available, requests for subject-related assistance could be directed there.

Outside assistance could also be sought from the personnel of teachers' resource centres, of training colleges, of universities, of other ministries (for example, an agricultural extension officer for biology or agriculture) or even individuals from the private sector (a pharmacist for science, a journalist for some aspect of language work, a banker for accounting and so on). Regional co-operation could also be utilised.

Obtaining assistance

Co-operation with teachers at nearby schools can be arranged by the school heads, or even by the teachers themselves. Ideally, the possibility should have been raised during a staff meeting, and the school head asked to take the request to the head of the neighbouring school. But a teacher with a particular need could go directly to his or her school head with such a request; or could even initiate contact with a teacher from the other school. In this case the arrangements would be informal and unofficial. There is, however, probably more to be gained from a co-ordinated action which involves more of the teachers.

An approach to the education office of the Ministry of Education for assistance from inspectors or subject advisers should be conveyed by the school head of the school, and should be followed up by him or her if there is no response within a reasonable period of time. It must, however, be accepted that the education office staff have many demands made on their time and however willing, there may be delays in setting up an advisory visit or a workshop.

Approaches to other educational institutions like training colleges and to other ministries should also be made by the school head; approaches to individuals in the private sector may be made by the school head or by the teacher.

Training formats

There are many ways in which training can be done. Depending on the type of problem which is being addressed, some styles may be more appropriate than others. It is also important to provide variety, and not to use the same format every time. Here a number of suggestions are made, each of which will have to be adapted to local conditions and to the problem being addressed.

1 A teacher may sit in on the lesson of a competent teacher, observe what takes place, and afterwards discuss what has been observed.
2 A teacher may plan a lesson, discuss it with a more experienced teacher, make adjustments to the lesson plan in the light of the discussion, and then have the experienced teacher attend the lesson. Afterwards the strong and weak points of the lesson can be discussed.
3 Two or three teachers of the same subject (from the same school or from different schools) may together do their lesson planning, exchanging ideas and discussing difficulties as they go along.
4 A workshop session may be planned, during which one or more teachers demonstrate particular teaching techniques. The less experienced teachers may try these out over the following two weeks and then at a further workshop their successes and difficulties may be discussed.
5 A workshop session may be held during which teachers set test or examination questions, and then work out the answers to one another's questions. In this way weaknesses in the wording of the questions or in the allocation of marks will come to light.
6 For practical subjects a workshop may be arranged during which the less confident teachers actually do the practical work under the supervision of skilled teachers.
7 For management and disciplinary problems the staff may meet for a brainstorming session, during which problem areas are identified. Thereafter the meeting could break up into smaller groups, each group working on possible solutions to one of the problems. After a set time the groups all come together again. At this stage the possible solutions can be discussed and decisions taken on action by all members of the group, or one or more members of the group may be asked to read an article or a section of a training manual, and lead a training session based on what they have read.

Activity 2.4

(1) Drawing on your experience of in-service training methods, list the different techniques applied.
(2) Discuss the advantages and disadvantages of each method identified.

25 minutes

Evaluation of training

Any training which is done should be evaluated. After a training session, the participants should be able to say whether they feel any benefit from it and they should be able to identify the aspects which they found most satisfactory, and those which they found least satisfactory. These details should be communicated to those who arranged the training, so that in future training sessions the aspects which caused dissatisfaction can be minimised or even eliminated, and those aspects which were found to be satisfactory may be further developed.

If the weaknesses of a workshop or training session are not reported, the same faults are likely to occur in the future. However carefully the presenters of a course plan it, they can never be absolutely in tune with the needs of those attending. The larger the group, the more true this is. It is therefore most important that everyone should be completely honest.

In general, it is important that the objectives of a training exercise should be carefully stated beforehand. Training fails if it attempts to do too much in too short a space of time.

Summary

Staff development can be seen as an important component in building the capacity of schools to function efficiently.

This unit has looked at the need to engage in a programme of staff development and to identify the needs of the staff, and has suggested a number of training techniques that might be employed to achieve the desired results.

Finally, it has stressed the need to view staff development as a joint responsibility of those in need of training and those in management positions.

Staff Motivation

3

Introduction

The key to effective management is the ability to get results from other people, through other people and in conjunction with other people. If the underlying psychology is wrong, the most carefully constructed system and techniques will fail.

An efficient school head may not necessarily be an effective school head if his or her relationship with the staff is poor. But if relationships are good and the staff are motivated, some administrative or environmental flaws will readily be overlooked.

Individual study time: 3 hours

Learning outcomes

At the end of this unit you should be able to:

- define the meaning of motivation
- understand the principles of motivation and its application
- identify factors which can enhance or weaken levels of motivation.

What is motivation?

Motivation is concerned with the cause of behaviour: why people act, speak or think in a particular way. School heads need to know how to motivate. They need to 'get results through people' or 'get the best out of people'.

This is most likely to be achieved if the school head helps the staff experience job satisfaction. This is known as intrinsic motivation, which comes from within, and not extrinsic motivation which is too often based on fear. Results will then be the best that the teacher can produce and be more likely to be in line with the overall goals and ethos of the school.

Principles of motivation

Participation

The staff should be involved in decision-making and in matters which affect them directly. The more the staff become involved, the more they will have a sense of ownership in decisions and be prompted to help in achieving the objectives. Involving the staff in decision-making does not alter the fact that the school head remains accountable for taking the final decisions and for their results.

Communication

If the staff are informed about the objectives and the results achieved, they are inclined to co-operate more and feel that they are part (members) of the staff (group). The opposite is also true: if staff do not know what they are supposed to be achieving, they will show little interest and have little motivation. Staff should not only be informed about results, but also about changes and progress.

Recognition

If staff members receive the necessary recognition for work done, they will be inclined to work harder. Recognition should be given to the staff member as a person and not just as a human resource.

Delegated authority

A school head should be prepared to delegate authority to capable people. In this way a person's post is enhanced, and this serves as a means of personnel development. Delegated authority also means that more people will be allowed to make decisions themselves in connection with their work, within set guidelines. See Unit 5, Module 2 *Principles of Educational Management*, for more details on delegation.

Activity 3.1

(1) Reflecting on your own school situation, list the human needs of your staff.
(2) How are these needs met now?
(3) How can they be better met in the future?

25 minutes

Motivating staff

The principles of motivation outlined above indicate that there are a variety of factors which influence an individual's level of motivation at work. The school head therefore not should not only have some knowledge of the staff but should bear in mind all the different factors which can enhance or weaken motivation. These factors can be divided into four groups: the personal needs of all human beings, factors inherent in the work situation, management methods and the social system as reflected in the community.

Personal needs

The needs of every person should be taken into account, such as the need for recognition, the need to achieve, the need to be a valued person in the community, the need for self-respect and for friendship. If a teacher occupies a temporary post, there is a need for work security. Merit awards and promotion can give the necessary recognition of teachers' achievements. Non-recognition of achievements has a demotivating effect on teachers and can lead to high staff turnover. A sense of responsibility should be cultivated as well as pride in the quality of work done.

Work situation

Factors related to the work itself may also affect levels of motivation, for instance, the nature and type of work, the opportunities for group identity, the chances of promotion, the work environment, the opportunities and challenges of the work, that is, the opportunities for creativity and renewal. Monotony and routine can be demotivating. Routine work leads to frustration and boredom and to a lack of motivation. One solution can be to rotate some routine activities so that boring chores do not always have to be done by the same person.

Management factors

The quality of management affects behaviour, attitudes and effort. Positive interpersonal relationships are regarded as strengthening motivation. In this respect, communication is of great importance. Teachers like to know and should know what is expected of them and how their tasks form part of a total plan. This should be coupled with competent and just leadership which sets out acceptable tasks together with clear guidelines.

The school head is responsible for planning, guiding and leading the school. Tasks are delegated to teachers, and if a participatory management style is used, with teachers' efforts valued, motivation to work hard is likely to be strong.

Community factors

If the community's values (whether religious, moral, economic, cultural, political or social) differ from those of the teacher, these community factors will have a demotivating effect on the teacher. The personal lives of teachers, such as their relationships with their families, will also influence their behaviour. The head has little control over such motivating factors, but he or she has to deal with the situation should it have a negative effect on a teacher's work.

Therefore it would seem that to motivate staff effectively, a school head should have knowledge of their personal needs, their work circumstances, the requirements of the community, and have an effective management style.

Activity 3.2

Think of a situation in your school where you have encountered a teacher whose pupils'academic results were poor, who was unable to create a positive classroom atmosphere, who had problems with class discipline and who had very little interest in extra-mural activities of the school.

(1) How did you seek to improve this teacher's performance?

(2) What other methods could you have used to make the teacher more motivated?

20 minutes

Motivation and the school head

We should remember to use the 'motivators', that is, people's need for achievement, recognition, responsibility, job interest, personal growth and advancement potential. We tend to underestimate the needs of other people in these areas. Involving others in decisions which affect them is one way of meeting all or most of these needs. School heads should avoid window-dressing.

The relative intensity of psychological needs will vary greatly from person to person and from time to time. There are people whose motivation is not work related. If a teacher's spouse loses his or her job, security needs may well be the most important. If there is a marriage break-up, both security and social needs may surface, though these may be followed later by a need to find renewed interest and achievement in the job.

These are predictable and often recognisable behavioural phenomena. However, when symptoms and causes are less obvious, the risk is that we misjudge the needs of colleagues or friends. Some of us have a tendency to assume that the needs of others are the same as our own; others tend to assume the opposite.

We should try to suit our management behaviour to both the personalities and the needs of the situation. Our automatic behavioural reaction may not be the right one. Think about the alternatives!

Despite every effort there will remain individuals who have no wish to be 'motivated' and who view with suspicion any attempt to increase their responsibilities, job interest or involvement. Such attitudes may typically be found in teachers who are frustrated. However, the danger is always that we give up too easily. The right approach may prompt a surprisingly warm response.

Above all, it is necessary for a school head to establish by means of honest self-evaluation what the true nature is of his or her attitude towards staff. It is important that this introspection is honest and open, because experience has shown that it will determine the way the heads leads and motivates the staff. It is indubitably true that the way in which heads treat their staff will, to a great extent, be determined by their outlook on life, their attitudes to motivation as the basis of human behaviour, and the judgement they make of people's behaviour in a specific working situation.

Summary

As the recognised leader of the school community the head has the responsibility for helping staff members get satisfaction from their profession and move towards the fulfilment of their needs and objectives. It is through improving levels of motivation that these needs and objectives can be met.

UNIT

Staff Appraisal

4

Introduction

Staff appraisal is a process of review by teachers, school heads, deputy school heads and other senior teachers of individual competencies, performance, and professional needs. In a small school, it is likely to be you, as school head, who carries out the appraisal of staff, but in a large school this may be delegated to the deputy head or head of department. It is a process in which an individual teacher and a senior colleague collaborate in evaluating that teacher's work as a professional person. This means appraising all aspects of a teacher's organisation of their classroom, how they manage classroom activities, including the use of time and materials, how they behave towards pupils, other teachers, the school head, parents and the community.

In this unit, you will learn why staff appraisal should be carried out and how to do so. The unit can be used for self study or with peer group learning with other head teachers.

Individual study time: 3 hours

Learning outcomes

At the end of this unit, you should be able to:

- understand what staff appraisal is, and why it should be carried out
- know the steps which form the procedures for staff appraisal
- analyse your own leadership style and know which approaches are most effective for positive staff appraisal
- know how to carry out staff appraisal
- decide how to follow up a staff appraisal
- understand the need for self-appraisal.

Reasons for appraisal

Appraisal is directed towards helping a teacher to become as effective as possible in the teaching/learning process, and also towards meeting a teacher's needs for professional development, for example, in-service training and career prospects. You should not, therefore, view appraisal as a mechanism for fault-finding and criticising, but as a means of building the teacher's positive self-image and motivation to be as good a teacher as possible. In Namibia, as in much of Africa, education is becoming more learner-centred than previously, on the basis that pupils need to become actively involved in their own learning processes, in order to learn and develop to the full. Pupils, and teachers too, need to participate in their own development, becoming able to analyse and reflect on their own competencies. From this, they are more likely to become independent thinkers and doers. For the majority of teachers, this requires a change of attitude, and this can only come from a willingness to review continually what takes place in the classroom and the school, and the effects particular actions have on others.

Requirements for appraisal

A good appraisal process, in which the teacher is able to be honest about strengths and weaknesses, and about where help and encouragement are needed, depends on a spirit of trust between the school head, or other senior teacher, and the teacher being appraised. It follows that you, or the senior teacher carrying out the appraisal, must be a professional person who is respected for your competence, and who has a good relationship with the staff.

This means that if you have to give criticism for lateness or lack of preparation in the classroom, you give it with the understanding that the particular teacher needs guidance. Thus, your comments will not be made in an unkind manner, but with the intention of being constructive. This should be the case even where a teacher refuses or is unable to change unacceptable behaviour, and you need to initiate disciplinary action in the interests of the learners. If you are seen to be a person who really knows the teacher, the pupils and the classroom reality, and you are known to be a person who has respect for the feelings of teachers and pupils, appraisal is more likely to take place in a spirit of mutual confidence.

Differences from other forms of assessment

Appraisal is not undertaken as a means of assessment of a teacher for purposes of rating or grading. It is a very different process from being inspected or supervised by a person in higher authority, in which the teacher has no share. Indeed, if appraisal is carried out in a negative spirit of sitting in judgement, it fails in its purpose. Instead, the teacher should be treated as a stakeholder in the educational process, working in a collaborative way to become as good as possible, and as a person who has professional needs and interests. Your role as school head in this, is that of educational leader in the school, with the task of creating an effective learning environment for all pupils, of all abilities, and with varying needs that should be met. The teacher being appraised shares this task.

The process of staff appraisal

There are a number of steps to be taken in carrying out staff appraisal. Before these can begin, you need to have discussions with the staff as a whole. Teachers need to be confident that they can be open with you so that if they feel the management style is faulty, they can say this in the knowledge that you and other members of the management team will review your own style.

A second important element is to emphasise that what is said during the process of appraisal will be treated as confidential. A teacher who reveals personal insecurity or details of an unhappy domestic life during discussion, needs to feel sure that this will not become common knowledge in the staff room or community. Professional ambitions, too, have a right to be kept private. Appraisal should not be used as a means of making comparisons between one teacher and another.

Establishing a good atmosphere

In the first stage of discussion with staff concerning appraisal, you will need to make clear the purpose, and how it is to be done. The actual procedures should be discussed, and staff ideas taken into account. A timetable needs to be drawn up, so that each teacher has time to prepare his or her own thoughts, knowing when you will carry out observations within specific classrooms, and when interviews will be held. Follow-up procedures should be discussed, in which actions will be initiated, for example, planning for in-service training. You, or the senior staff member to whom you have delegated the task or designated senior staff, should prepare for the whole process by analysing your attitudes to leadership, as in the following activity.

Activity 4.1

What are your attitudes to leadership? Tick either (a) or (b) in each statement.

(1) Leadership should be
    (a) supervisory (b) a matter of professional development.
(2) When observing teachers' lessons I look for
    (a) incompetence (b) competence.
(3) Management in a school should be
    (a) hierarchical (b) professional partnership.
(4) My attitude to leadership is
    (a) looking at the past (b) looking to the future.
(5) Attitudes to staff should be based on
    (a) suspicion (b) trust.

15 minutes

Comments

Your attitudes as to whether, for example, you look for incompetence in the teachers, or try to identify competence, are important in determining whether staff appraisal is likely to be a positive process of staff development. If you ticked mostly (a) in Activity 4.1 you may need to re-think your style of leadership. See Unit 2, Module 1 *Self-Development for Educational Managers* for more information about leadership styles.

The teacher's own assessment

The process begins with the teacher's own personal review of successes, failures, professional and personal needs. One method that is often used is to keep a diary to record thoughts about the daily activities of the classroom. A teacher's everyday life is normally so busy that, unless time is set aside for this, the important activity of reflection gets set aside. A teacher might write as follows:

> 'Today, I began to feel that teaching the whole class together in Mathematics left some children bored. The clever ones finish their work very quickly, and get it right, and then misbehave, while some of the others were so slow and did not seem to understand. I would like to organise them in groups but am not sure how to do it. How will I make sure that all the class is getting on with their work if I do not have them all facing the blackboard?'

Classroom/task observations

As a good school head, you probably visit classrooms on a regular basis. You have found that this helps you to be knowledgeable about what is happening in the school. Classroom/task observations in staff appraisal may well be already part of the school's routine. For the purpose of staff appraisal, you need to arrange a time to observe a specific lesson. You should be present in the classroom for the whole period to observe the entire sequence of the lesson. Only then can you form your ideas about the preparation, organisation and management of teaching and learning in the classroom.

The questions which follow may be helpful in providing a structure for class observations.

1. Is the classroom clean and would a pupil find it a pleasant place to be in?
2. Does the teacher begin the lesson on time?
3. Has the lesson been well prepared and does it match with the syllabus or scheme of work?
4. Are all materials shown in the lesson plan available to the pupils?
5. Is the relationship between teacher and pupils good or bad?
6. Do pupils listen when the teacher speaks, and do they appear to respect the teacher without seeming afraid?
7. Does the organisation and management (whole class work, group work, individual activity, practical activity, etc.) meet the needs of the pupils and the subject area?

Your responses to these questions will provide you with important information concerning the teacher's ability to provide learners with good quality teaching. If you observe poor preparation or interaction with pupils, these may indicate that the teacher has other problems. These may concern discipline or complaints from parents or community, for example, about lateness or possible alcohol abuse. Such information provides other data that needs to be discussed in the appraisal interview.

Appraisal interview and target setting

This should take place as soon as possible after the classroom observations, so you and the teacher need to make an appointment to meet. The form and length of the interview can vary, but there should be discussion of the classroom observations. Since the purpose is to assist the teacher's professional development and the learning experiences for the children, the approach should be positive. Praise should be given for as much as possible, for example, 'I noticed how busy you were trying to keep the clever ones occupied whilst the slow ones were finishing their work'. The aim is to build the teacher's confidence and self esteem because, through this, the teacher is more likely to discuss uncertainties about his or her work. In the example of the diary quoted earlier, you and the teacher may then go on to discuss ways of grouping pupils to provide for different ability levels.

From the discussion in the interview, targets can be set. You can arrange for help to be offered within the school, or for other in-service training. You can encourage the teacher to try out other methods of working, with the assurance that there will be full support during a time of change. Managing change can be stressful for a teacher, because of a fear of failure and many people prefer not to take risks.

Some avoidance behaviour, for example, lateness, absenteeism or alcohol abuse, can stem from feelings of inadequacy. The teacher whose lesson is badly prepared, can be asked if he or she thinks that the lesson would have been better if he or she had not been late or drunk. This opens up the subject, but in a positive spirit, which is more likely to lead to full and frank discussion of the teacher's professional responsibilities. Here, targets can be set which must be realistic, and any improvement should be commented on, for example, 'You were only late one day this week. Keep trying, the teaching was much better'. In this way, the teacher's morale can be raised and, for some, can be sufficient to bring about real improvement.

Follow-up discussion/meetings

An important point about the appraisal process is that it should be an ongoing process. In-service training arrangements may be initiated, discussion of improvements in teaching and learning in the classroom may take place, or a teacher may need to be encouraged to seek promotion. All such activities are part of your professional responsibilities as educational leader in the school. In the large school, part of this task will be shared by senior staff.

Activity 4.2

The case study below will help you practise your appraisal knowledge and skills before you begin work with your school staff.

15 minutes

Case study

1 Use the diary made by the teacher shown above.
2 In your observation of a lesson in this teacher's classroom, you have noted as follows:

'Mrs Mukendwa started this lesson punctually. Her explanations to her Grade 4 class were clear, and she revised the procedures for carrying out division by 10. She chose two pupils to work out examples on the board and then gave all the class four examples to work out on their own in their books. During this time, Mrs Mukendwa walked round the classroom, looking at pupils' work. After ten minutes, six children had finished their work while all the rest were still working. The six early finishers began to misbehave, tickling other children and banging pencils on the table. Mrs Mukendwa spoke sternly to the six, and told them to sit still and be quiet. At the end of the lesson, most of the class had not finished.'

3 Which, from A and B below, is a positive appraisal technique?

A Ask Mrs Mukendwa how she felt about her lesson and listen to her description of her worries. Discuss these with her, and suggest ways of grouping the class according to mathematical ability, with different work or amount for each group. Ask her if she would like help in doing this.

B Tell Mrs Mukendwa that she should become angry with the slow workers and tell them to hurry up. Tell Mrs. Mukendwa that you are not satisfied with her work and that she must make sure that children do not misbehave. Inform her that you expect better performance from her in the next appraisal.

4 If you were Mrs Mukendwa, which of A or B would you find more helpful? Give your reasons.

Professional development activities

Some professional development activities can be carried out within the school, for example, the head of department provides assistance in improving the teacher's skills in classroom management. Others may need asking the school inspector or subject adviser to arrange in-service training on a course. The teacher, following appraisal, may show leadership potential, and the school inspector or other senior management should be informed of this.

Frequency of appraisal

The decision as to how often the appraisal of each individual teacher should take place should be made by consensus within the school as a whole. This decision depends on the size of the school, and how many senior staff are available but, overall, once a year is a reasonable interval.

Benefits of appraisal

The benefits of staff appraisal have been referred to throughout in this unit. Module 6, *Monitoring School Effectiveness*, demonstrates the use of guidance and counselling from a school head following classroom observations. School effectiveness includes a combination of the way in which the work of individual teachers, and senior management within the school collaborate for the benefit of the learners. Under the headings of 'Staff needs' and 'The needs of the pupils' (Unit 3), Module 1, *Self-Development for Educational Managers*, outlines the mission of the school, which is also the mission of the head and all teachers. Module 1 also notes the importance of the school head giving positive professional guidance if staff are to perform their function effectively.

The benefits can be summarised as:

- skills development, through in-service training, experiments with teaching style, often assisted by organisational change
- career development, through in-service training
- improved relationships: each understands the other better
- increased knowledge of the school and individuals
- productive links between appraisal and school development and planning

- improved learning opportunities for pupils
- improved morale and efficiency within the school.

Summary

When carried out in a spirit of willing co-operation, with positive attitudes on both sides, you should find that staff appraisal contributes to school effectiveness. To be successful and have the desired benefits, you must examine closely your own style of leadership. Does this provide for a shared sense of responsibility amongst all school staff? All staff members are stakeholders in the educational life of the school, and are more likely to be motivated to improve their performance, if they feel a sense of ownership. You, in turn, will feel supported in your often difficult and lonely task.

UNIT

Staff Supervision and Discipline

5

Introduction

Schools fulfill their educational responsibilities most effectively when there is a consensus about common goals and all concerned work towards reaching these. This is the ideal that you will be working towards. You will be most successful if your staff respect you as a professional who sets an example of conduct, and who is reasonable and considerate of others. 'Do as you would be done by' is a very good principle to work by. If you do not like to be criticised publicly, neither do others, but most of us are happy to be praised in front of others. We react positively to praise, we feel good about ourselves and the person giving the praise, and most human beings respond by repeating the type of behaviour which earns the reward of praise. School heads occupy a high status in their schools, and there is much research which shows that high status persons are effective sources of reward.

Individual study time: 3 hours

Learning outcomes

By the end of this unit, you should be able to:

- know the purposes of staff supervision and discipline
- understand your role in supervision and discipline of staff
- recognise that supervision and discipline should be positive
- know how to implement effective techniques.

The head's responsibilities as leader

You, as the school head, are the person responsible for the efficient management of the school. You are both the administrative leader and the educational leader, but these leadership roles have one function only. This function is to ensure that successful learning takes place for all the pupils in the school.

You cannot teach all the pupils yourself, nor can you carry out all the educational or administrative tasks. These have to be delegated to teaching or non-teaching staff, depending on the nature of the task. However, the responsibility for everything which takes place in the school remains with you as school head. Therefore, it is necessary for you to ensure that tasks are carried out efficiently, that staff behave in a professional manner towards each other and the pupils, and that there is accountability towards the pupils, the parents, community and wider society.

The need for supervision

Because the learning and all the activities of the school remain your responsibility, you need to ensure that delegated tasks are actually carried out on time, and in a proper manner. Therefore, you need to supervise, to oversee, the work of others in the school. Through meeting your senior management, individually or in groups, you will get feedback on the administrative functioning of the school, including curriculum implementation and development. By being active within the school, by visiting classes, talking to teachers, pupils and parents, you keep yourself informed about the school community, its people and events. Problems can often be prevented, simply because the school head keeps, as they say, his or her 'ear to the ground'. At the same time, you are setting a good example to others of self-discipline.

Discipline

Activity 5.1

(1) List five rules which you and your staff agree as reasonable.
(2) Give your reason for including each rule.

20 minutes

Comments

Discipline is concerned with the establishment and maintenance of order and the harmonious functioning of a society. A school is also a society on a small scale, and discipline within school serves the purpose of ensuring that learning can take place. Within this, the rights of the individual and of all members of the school society are protected. In most schools, a set of rules which act as a code of conduct, is drawn up for pupils to conform to. Such rules should be as few as possible, and should be reasonable. Pupils should be involved in drawing up school rules.

In the case of rules for teaching staff, they should be drawn up and agreed by the staff as far as is possible. In doing this, you will want to involve the teacher unions so that there is full co-operation. Staff meetings can include on the agenda items designed to help teachers find positive ways to deal with school matters. In countries where corporal punishment is banned or is discouraged, such discussions can be helpful to teachers seeking to establish their authority in positive ways.

Exercising responsibility

In an ideal world, you would be able to trust all staff to carry out their designated responsibilities in teaching, administration or in care of the pupils without supervision. For good teachers who are positively motivated, your trust will be justified. Such teachers arrive in good time before the start of school, they are absent only with good cause, their lessons are well prepared, they treat pupils with respect for them as persons, yet are firm and clear in giving instructions or information. However, not all teachers are as good as this. A few are lazy, some have personal problems, some are weak teachers and a very small number are immoral. Of these, some will improve with encouragement and support, others with sympathy and understanding, but you may need to take disciplinary action with the idle, incompetent or teacher with a bad character. Your reactions will depend on your perception of the teacher and the problem.

Case study

Mrs Sithole has been teaching in your school for five years. She has been punctual, has prepared her lessons well, and there have not been complaints from the parents. Eight months ago, Mrs Sithole had her sixth baby. During the last two months, she has been arriving late and has been absent on several occasions. You have received complaints from parents of pupils in her classes.

You ask Mrs Sithole to come to see you to discuss the problem. You find that she has domestic problems and that her mother who looks after the baby has not been well.

Discuss

(1) What should be your attitude?

(2) What should Mrs Sithole have done?

(3) Suggest a means of solving the problem.

30 minutes

Comments

A sympathetic, supportive attitude towards Mrs Sithole's problem, together with practical suggestions for finding an alternative care-giver for the baby, is likely to solve the problem if Mrs Sithole has not got other hidden problems. Lateness and absenteeism may well disappear. However, you, as school head, have the responsibility to ensure that the pupils are being taught effectively, and that class time is not wasted by lateness or non-arrival. You will thus need to maintain an unobtrusive watch to check that the teacher's professional duties are being carried out properly. If the problem recurs, then you may have to take disciplinary action.

Effective supervision

The most effective form of supervision takes place when the school head is perceived by staff, pupils and parents as a person who knows what is happening within the school. Although you need times when you can work quietly in your office, or close the office door for reasons of confidentiality in an interview, you should try always to be visible when pupils or teachers are arriving at the school and whenever they are moving from one place to another. You should also try to visit each classroom at the start of the morning to greet teachers and pupils.

Visits to classrooms should form part of your everyday activity as educational leader. During visits, you will inevitably observe such indicators of learning as conduct of teachers and pupils towards each other, whether there is a quiet working atmosphere in the classroom and whether there appears to be a positive attitude of 'discipline from within'. In the unit in this module on 'Staff appraisal', suggestions are given for a schedule for observing teaching and learning.

The concept of supervision so far described in this unit has been a positive one, very closely linked with staff appraisal and staff development. Within this spirit, you will want to support weak teachers who find difficulty with discipline or in lesson preparation. You become conscious of such needs if you really know your school. The unobtrusive but visible school head in and around the school not only helps to establish a sense of professional purpose, but actually prevents misconduct by teachers and pupils. Sometimes, however, stronger action is necessary where teachers do not respond to your leadership or fail in their duties. Then disciplinary procedures need to begin.

Disciplinary procedures

Often in a school, a disciplinary problem takes time to become apparent. Once it does, there are three useful procedures for a school head to follow. These procedures should be known to the staff as part of an agreed procedure.

Step 1 – Verbal reprimand

A first step in a disciplinary procedure is to give a verbal reprimand, pleasantly but firmly. This should be stated within the context of the teacher's professional responsibility, and it should be given in the privacy of the school head's office.

Step 2 – Written warning

In cases where the reprimand does not result in improvement, then a written warning can be given. A copy of this would be kept in the file on this staff member.

Step 3 – Report to school board

If there is still no attempt to improve, a third stage of a disciplinary procedure is when further action is taken, for example, report to the school board. A copy of the report should be given to the teacher concerned. Research needs to be conducted in alternative methods of maintaining classroom discipline.

More serious breaches of a code of professional conduct may require immediate suspension of a teacher. The use of corporal punishment if this is banned under a country's constitution is one example. Another example would be of the teacher who engages in a sexual relationship with a girl pupil. He has abused his position of trust and is unfit to be in charge of pupils. There should be immediate suspension, with a report made to the circuit inspector and to the school board, even if the relationship has not resulted in the girl becoming pregnant. However, suspension is a serious step to take and the school head should first have strong evidence of the teacher's misconduct.

Case study

Jani is aged 14. She shows signs of being pregnant and it is suspected that Mr Hangula, the Science teacher, is responsible because they have been walking together when it is getting dark after school. When asked about this by the head of department who is responsible for girls' welfare, Jani agrees that she is pregnant but refuses to name the father. Mr Hangula denies responsibility. The following week, Jani's friend tells the head of department that Mr Hangula has spoken to Jani's parents and offered marriage if the parents refrain from complaint.

Discuss

(1) What would you do if you were the head of this school?

(2) Does the offer of marriage, even if genuine, cancel the breach of moral conduct towards a learner?

30 minutes

The head's legal and constitutional responsibilities

The school head is also subject to the laws of his or her country, and must obey its constitution. In delegating responsibilities to members of staff, you often need to arrange for the collection and safe-keeping of money, for example, the school fund. Your administrative arrangements need to ensure that money is kept in a safe place, is banked as soon as possible, and that it is not loaned or borrowed. In cases where there is abuse of responsibility, that is, money cannot be accounted for, you have no choice but to report the matter to the police for investigation and to inform the inspector and school board.

The need to take care of money involves a legal responsibility, but school heads also have a responsibility to uphold the constitution of the country. In democratic societies, preservation of human rights, including equal opportunities in relation to gender, is held dear. Thus the school head needs to ensure that the school is a place where the values and attitudes of society are developed in the pupils through the conduct of all staff and the example which is set.

Summary

This unit has shown how the purpose of supervision of staff and the need to have discipline arise from the responsibility of the school head. The main element of this responsibility is to ensure that the school develops pupils as individuals and as members of a society. Everything which takes place in the school is directed towards this aim.

BEST COPY AVAILABLE

UNIT

Keeping Staff Records

6

Introduction

Records kept within a school are part of the history of a school and are used for planning future actions and policy. Records in a school contain important information about school administration, for example, the safekeeping of money, how it is collected and used. However hardworking and intelligent you may be, you cannot carry all the information about every teacher, nor all the records about the administration of the school, in your memory. Information about the staff and school administration needs also to be available to others, for example, the inspector. This unit, however, is not about school financial records or those concerned with books or property, nor of keeping minute books or log books. The subject of this unit is the keeping of staff records.

Individual study time: 3 hours

Learning outcomes

At the end of this unit, you should be able to:

- understand the purpose of keeping staff records
- know the different types of records of staff which should be kept.

The purposes of staff records

Keeping records is the only way to ensure that information is not lost. This is true of all the different kinds of staff records that you will learn about in this unit. You, as the school head, are the leader of both staff and pupils. It is therefore vital that you understand, and are well informed, about the staff as well as the school, the pupils, and the administration of the school. Although you will delegate tasks to others, you remain responsible for all that takes place and for future planning. In particular, you are responsible for ensuring that every pupil is assigned to a class, and that pupils are taught all the subjects of the school curriculum.

Activity 6.1

(1) List as many purposes of keeping records of staff as you can.
(2) Give one example to illustrate each of the purposes you have listed. *15 minutes*

Comments

The purposes you listed may have included the following:

Administrative and supervisory

Records, if they are kept efficiently, are a help to the school head in managing the school, in identifying needs within the school and in monitoring progress. They help the school head to plan for school and staff development. Workloads need to be shared out between members of staff so that there is a fair distribution of teaching, administration, and non-teaching time. You, as the school head, need to know where all the teachers are throughout the school day, which rooms they are in, what classes and subjects are being taught. This cannot, and should not be, carried in the head. It needs to be recorded.

Professional

Before staff are allocated to classes, you or, in a large school, a deputy head, will have reviewed staff qualifications and experience in particular subject areas. You will not want to allocate a teacher to a subject in which he or she has neither qualifications nor experience. Teachers with expertise in senior secondary Mathematics should not, for example, normally be allocated to teach a first grade class, nor the other way round. Staff need to be matched to subjects and year groups according to qualifications, experience and interests. Your records are important for this process.

Your records will include information about the category of qualifications, for example, certificate, diploma, degree. These, together with experience and competence, will help you decide how best to use the staff member's expertise, and will have been taken into account for salary purposes.

Staff development

The purposes of keeping staff records which have so far been given have been related to the administrative, supervisory and professional duties of the school head. However, as well as ensuring that, for example, every pupil is provided with teaching in every subject of the curriculum, you also have a responsibility to provide for staff development. Records of staff will therefore include details of in-service courses attended by the teacher, private study undertaken for upgrading purposes or extra-curricular responsibilities undertaken by the teacher.

The staff development responsibility of the school head is part of the continuous process of staff appraisal. Records kept for the purpose of staff development should contain dates when the school head has observed a teacher's classroom work, notes of observations and discussions with the teacher. Where there has been a complaint about the teacher's work, the records should contain details of the reason for the complaint, the date/s, the action taken and whether there has been improvement.

Types of staff records

Staff records can be grouped according to whether they are purely factual and objective, or whether the information contained within them depends on judgements which are often subjective. You need to remember, however, that the differences between the two types of record are not always as clearcut as one might think. In apparently factual records there can sometimes be a subjective element, for example, the choice of information to be recorded. This problem can be largely overcome by using the same factual record form for all staff and awareness that the risk of being subjective exists.

Confidential records

All records which contain subjective information, for example, the process and outcome of teacher appraisal procedures, should be regarded as confidential and should be kept locked in the school head's room. Details of salary bracket, copies of references should also be regarded as confidential, as should any note of personal problems or domestic difficulties. Staff are entitled to privacy.

Examples of confidential records kept on a staff member's file:

1. References
2. Observations of teaching
3. Interview/discussions with school head as part of staff appraisal
4. Personal ambitions/personal or professional problems revealed in discussions
5. Notes, for example, of verbal warnings, or copies of written warnings as part of a disciplinary procedure
6. Teacher's salary bracket and financial status
7. Promotion prospects
8. Copies of correspondence, for example, curriculum vitae
9. Medical and health records
10. Other, for example, comments on attendance, punctuality, etc.

Factual and objective records

Factual and objective details such as the ones listed below would be likely to be kept in the secretary's or administrative office but you may find it convenient to have this information also available on the staff member's confidential file.

1. Full name, address, date of birth, sex, nationality
2. Qualifications, where obtained and date of qualification
3. Subjects in which the teacher is qualified to teach
4. Subjects taught, but without formal qualifications
5. Date of appointment to the school
6. Details of previous posts, length of service in these
7. Length of teaching experience
8. Timetable
9. Summary of number of teaching periods in each subject taught and number of non-teaching periods
10. Details of any extra-curricular or extra-mural duties undertaken, for example, sports coaching, homework or hostel supervision

Activity 6.2

You have had reason to discuss a member of staff's problems with class discipline. You have suggested to him that he might have less difficulty with his classes if he introduced some practical work and encouraged the pupils to talk together during their work and ask him questions.

What notes would you make of this discussion and which type of file would you use to keep your record of the discussion and your advice to the teacher?

15 minutes

Updating records

To be really useful, you will need to keep your records up to date. For example, the notes that you made under Activity 6.2 need to be reviewed after a few weeks and added to according to whether there has been improvement or not. To take another example, you would want to record the fact that a woman teacher has gained a further qualification through part-time study even though she is the sole earner and head of her household with five young children. This example should be recorded in both the factual file and in the confidential file since her circumstances make her extra qualification even more creditable.

Activity 6.3

Design a factual staff record to be kept in the staff member's file which gives all necessary information. Begin with the date of completion of the record form.

15 minutes

Comments

The way in which you choose to keep your records up to date and organise them will depend on whether there are record forms supplied to a school or whether you need to design your own. If the design of a record form is left to the individual school and school head, then you will want to make the record form as simple as possible so that your work is kept to the minimum. A blank form which you create, duplicate and complete is a useful way of easing your workload.

Making use of records

Your records will be most useful to you if they are kept in an organised way so that the information you need is immediately visible to you.

If you keep your records up to date, not only will you be behaving in an efficient way, but you will get to know your school and its staff in a very thorough manner. That alone will assist your task of managing and developing the school for the benefit of pupils and staff alike. Schools are like living things; they are not static but are constantly developing. Your records need to keep pace with that and be updated whenever there is new information to add. Alternatively, updating your records can become part of your routine activities at the beginning of each term.

Summary

This unit has been concerned with the basic staff records required to assist in the smooth functioning of a school. Administrative requirements may differ from country to country, region to region, or district to district. However, in the absence of directives from a central authority it is important that school heads maintain a record of their staff members. To maintain an understanding of the needs of the school and the individual staff members, the keeping of efficient staff records is an important tool in the hands of the school head.

UNIT

7

Managing Meetings

Introduction

School heads should see themselves as managers and should use their resources (people, money, property and time) effectively and efficiently to ensure that the school is and stays productive and profitable from an educational perspective.

Meetings are an essential practical aspect of running a school. Used as management tools they can be very beneficial but all too often they do not achieve the results intended. Holding effective meetings does not depend on intuition and good fortune but on effective management skills.

Individual study time: 3 hours

Learning outcomes

At the end of this unit you should be able to:

- understand the reasons for holding meetings
- understand the roles of the key players at a meeting
- plan meetings for different purposes
- conduct a meeting efficiently and effectively
- ensure participation in a meeting.

Attitudes to meetings

The success of every meeting depends on the co-operation and support the chairperson receives from the participants. The chairperson should thus be fully aware of people's attitudes to meetings.

Activity 7.1

Meetings are an everyday occurrence at schools. List the reasons why you think some people regard meetings as a waste of time.

15 minutes

Comments

Amongst the many reasons people have for not liking meetings, the following have been found to be the most common:

Poor leadership: The leader does not keep the discussion on the subject and so fails to keep things moving in the appropriate direction and to engage in those aspects of the discussion that are stimulating and motivating to the members.

Goals are unclear: Members are not really sure what they are trying to accomplish.

Lack of commitment: Assignments are not taken seriously by committee members.

No clear focus: For example, 'What are we supposed to be doing today?'

Recommendations ignored: Management needs to be responsive to the recommendations of a committee.

Inconclusive discussion: Problems are discussed but no conclusions are reached or decisions made.

Lack of follow-through: Members are not given assignments.

Domination: Often one person or clique dominates a meeting, talking and pushing for their positions while others wonder why they are there.

Lack of preparation: The agenda is not prepared and materials that really need to be there are not available. Someone has not done his or her homework.

Hidden agendas: Some participants may have personal axes to grind, promoting discussions that only they think are important.

Activity 7.2

List the factors which you think can make meetings effective.

15 minutes

Comments

Among the factors you listed were probably the following:

Clear definition of purpose: What the committee and its members are supposed to do and what their goals are, is clearly set out.

Careful time control: Meetings start and end on time, with enough time allowed to get the work done and no more.

Opinions respected: Meeting members listen and are sensitive to each other's needs and opinions.

Informal atmosphere: Participants are encouraged to contribute to the discussion when the atmosphere is informal rather than being a formal exchange.

Good preparation: Both chairperson and meeting members are well prepared, any materials required being available.

Commitment: The members are qualified and interested, wanting to be a part of the meeting.

No distractions: Interruptions are avoided or held to a minimum.

Record keeping: Good minutes or records are kept so that decisions are not lost. There is no need to search out what decisions were made at the last meeting.

Assessment of performance: Periodically, the meeting stops and assesses its own performance, with any necessary improvements being implemented.

Recognition of effort: Meeting members feel that they receive some kind of reward for their efforts, when their contributions are recognised and appreciated.

Management response: The work of the meeting is accepted and used, making a real contribution to the school.

Is a meeting needed?

How can a school head avoid holding meetings that frustrate people? Some attention must be given to designing meetings that are productive. The first decision to be made is whether a meeting is really necessary.

Activity 7.3

List all the reasons you can think of for a school head calling a meeting.

15 minutes

Comment

It seems almost too obvious to mention that there needs to be a legitimate reason for holding a meeting. The design of the meeting depends on its purpose and what the hopes for outcomes are. Some legitimate reasons for having meetings are listed below.

Legitimate purposes include:

- to share information
- to plan future programmes, actions
- to co-ordinate actions of individuals or units
- to solve problems, making a decision on a plan of action to deal with a problem
- to gather information, get feedback, review past actions
- to determine policy
- to motivate, inspire
- to train, instruct
- to provide support, build cohesion.

Activity 7.4

(1) From your experience, give examples of meetings that you have found to be a waste of time, or even destructive instead of constructive.
(2) Suggest reasons for each example.

15 minutes

Comments

We often find school heads conduct meetings because it is required of them. We have meetings for 'meetings' sake'. These can often be a waste of time, and serve no purpose to the improved management of a school.

Among the reasons you gave may have been that the purpose of the meeting was not legitimate. The following list provides some questionable purposes for meetings:

- it is required or expected
- it is scheduled
- to deal with individuals in a group setting
- to punish or reprimand
- to exert control
- to gain visibility – ego satisfaction.

Assuming there are legitimate reasons for holding a meeting, the next question to ask is: Is a meeting the best vehicle for accomplishing the objective? For example, if there is information that needs to be communicated, should one hold a communication meeting or would it be more efficient and effective to send out the information to all who need it via a memo or written document? The basic condition that determines if a meeting is needed centres on the question: Do people have to interact face to face to achieve the objectives desired? If the answer is yes, then a meeting is probably needed.

What type of meeting?

Meetings can take many different forms, from the more creative brainstorming techniques to formal school board meetings. Below you will find a brief summary of the different types of meetings you might employ as a school head.

Statutory: The law demands it, for example, directors' or councillors' meetings.

Managerial: Necessary to progress school affairs, for example, to inform of policy, to brief, to delegate tasks, to discuss problems, to reach group decisions, etc.

Creative: To generate ideas, to open up new possibilities or avenues of action, for example, to 'brainstorm' around the idea of what the school could design, manufacture; to produce an advertising slogan, poster, etc.

Negotiating: To reach a solution to a problem, for example, management and teachers' union to agree pay increases acceptable to two sides with different interests.

General/public: To report back to a group, for example, an Annual General Meeting of staff members or to air matters of membership meetings, public inquiries into public interest matters.

Activity 7.5

(1) In your experience as a school head, what type of meeting would you arrange for the following:
- a staff meeting;
- to plan a school fund raising activity;
- to discuss the behaviour of a teacher with your student council;
- to meet with the school board?

(2) Discuss the reasons why you have made a particular choice.

20 minutes

Participants' roles

In any meeting there are a number of defined roles. These are fairly common to most types of meetings.

Activity 7.6

(1) What are the four most common roles found in meetings?

(2) What, in your opinion, are the functions of these roles?

20 minutes

Comments

Having listed and described your view on the roles and functions of the various people in a meeting, compare them to the following ideas listed below.

The chairperson

The role of the chairperson is to:
- co-ordinate the work of the committee
- ensure that rules and procedures are kept to
- run meetings so that all members have a chance to air their views
- act as 'umpire' over disagreements, steering the meeting along avenues of decision-making
- ensure that documents and records are efficiently kept
- foster good will and working relationships among staff members
- act as the meeting's leader and guide.

The secretary

The secretary's duties are to:
- carry out the administrative work of the meeting
- organise meetings and record the minutes
- liaise with the chairperson regarding the general running of the meeting
- keep meeting members and associated parties informed
- act as the chairperson's 'right hand'.

The treasurer

The role of the treasurer is to:

- monitor the meeting's financial activities
- record all its money transactions, submitting regular reports to the meeting as well as annual balance sheets
- liaise with an external auditor who scrutinises the books
- advise the committee in matters of financial expenditure.

The committee member

Among the duties of the committee member are to:

- participate at meetings and do the work delegated to him or her in the process of advising or decision-making
- attend meetings regularly, offering information, views and responses either by means of voting or making views known to the chairperson
- keep staff or interested parties he or she represents informed of the work the committee is doing and the decisions it has reached.

Organising and preparing meetings

The organisation of meetings involves a school head in a great deal of work. In order to ensure that no job is missed, it is a good plan to deal with matters systematically. A checklist is an invaluable aid. It can be conveniently divided up into jobs to do well in advance, the day before the meeting, the day of the meeting, during the meeting and after the meeting.

Activity 7.7

To prepare yourself for your next meeting, list the activities you have to do:

- well in advance of a meeting;
- the day before a meeting;
- on the day of a meeting;
- during a meeting;
- after the meeting.

20 minutes

Comments

This list that you have developed might not necessarily be exhaustive. Use it as a starting point, and add to the list as you find new things that have to be arranged prior, during and after a meeting.

Special terms for meetings

Often one attends meetings and becomes totally confused by the terms used during the meeting. At times these terms are used deliberately to confuse the participants. Listed below you will find a list of common, and in some cases not so common, terms used during meetings. The list can be built on.

Start your collection now!

Ad hoc	for the particular purpose of
Advisory	submitting suggestions or advice to a person or body entitled to carry out decisions and actions
Agenda	a 'timetable' listing items for discussion at a meeting
AGM	Annual General Meeting
Amendments	alterations usually taking one of the following three forms: addition, deletion or substitution; it must not be a direct negative
Apologies for absence	written or orally delivered excuse for not being able to attend a meeting
Chairperson	co-ordinator of a committee, working party, etc.
Chairperson's agenda	like an ordinary agenda but containing additional information for guidance
Collective responsibility	all members abide by what the majority decides upon at a meeting
Constitution (also known as Standing Orders)	rules drawn up by an organisation for determining the conduct of its business
Debate	a discussion on a motion, presented by a mover and a seconder (if there is one)
Executive	having power to act upon and carry out decisions
Ex officio	by reason of an existing office or post
Honorary	performing a duty without payment
Matters arising from the minutes	feedback, follow-up on action which has been taken to implement the decisions of the previous meeting
Minutes	written summary of a meeting's business
Motion	a topic formally introduced for discussion
Nem con	no-one disagreeing
Opposer	one who speaks against

Other business	items discussed outside main business of meeting
Proposer	one who speaks in favour of a motion
Quorum	the minimum number of people who must be present in order for the business of the meeting to be conducted. The number is laid down in the constitution. If too few are present at the start, the meeting cannot be declared open and it is postponed.
Resolution	a decision reached after a vote at formal meetings – a motion successfully introduced
Rider	an addition to a resolution after it has been passed
Seconder	a person who formally supports the proposer
Secretary	committee administrator
Sub-committee	a long-term committee appointed by the main committee to carry out a specific section of its work
Sine die	indefinitely
Standing committee	one which has an indefinite term of office
Treasurer	financial guardian
Unanimous	all of like mind
Voting	if the motion has been thoroughly/adequately debated and the meeting responds in favour of voting, then voting takes place

Summary

In this unit we have introduced you to a number of problems and benefits associated with meetings. School heads spend a considerable amount of time attending or managing meetings, and therefore it is important that you use your time efficiently and effectively during these meetings. As a management tool you will find that meetings can become an effective method of planning activities, informing staff members of activities, motivating a team spirit, co-ordinating activities, solving problems and building cohesion in the staff room.

Managing Conflict

8

Introduction

> I was angry with my friend:
> I told my wrath, my wrath did end.
>
> I was angry with my foe:
> I told it not, my wrath did grow.
>
> *William Blake*, 'The Poison Tree'

Conflict and dispute are part of life. There is no society, community, organisation or interpersonal relationship which does not experience conflict at some time or another as part of daily interaction. Conflict arises when people or groups are engaged in competition to meet goals which are perceived to be, or are in fact, incompatible. Conflict can become physically and emotionally damaging or it can lead to growth and productivity for all parties. It all depends on how conflict is managed and resolved.

Individual study time: 3 hours

Learning outcomes

After working through this unit, you should be able to:

- understand the nature of conflict
- recognise stages of conflict
- apply techniques of conflict resolution
- establish measures to avoid conflict.

The nature of conflict

This programme does not attempt to give participants final solutions on conflict resolution, but rather it deals with what school heads might say and do with colleagues, parents and pupils when they cannot agree on certain matters.

How can one describe conflict? Conflict has been defined as below:

> 'Conflict is an open disagreement between two people or groups of people who have different goals and values. Conflict involves people's feelings as well as their objectives, and both feelings as well as outcome of the conflict must be resolved, agreement must be found or a compromise worked out.'

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Although this definition is rather negative, a number of comments have been made by writers on the nature of conflict which recognise the definite advantages that can be gained from conflict, including:

- confronting the individual with him/herself
- forcing reassessment of the position of the other party
- redefining of roles and relationships
- facilitating change
- preventing stagnation
- creating an awareness of alternatives and options.

Conflict as a process

The particular nature of conflict situations is not unknown to school heads. At the outset a conflict situation is often perceived as a single event; but this is seldom the case. Conflicts do not simply erupt; rather they develop through various stages, and in each of these stages certain factors contribute to the possibility of conflict.

Activity 8.1

(1) Identify a particular conflict situation you are familiar with.
(2) List the possible stages in the development of this conflict from beginning to end.

15 minutes

Comments

Try to match the stages you identified with those discussed below:

Perceived conflict: Potential conflicts are precipitated by how individuals 'see' each other. These perceptions determine whether conflict will occur.

Felt conflict: As mentioned in the definition of conflict, people's feelings and attitudes towards each other, and the particular cause of conflict, will further affect their eventual behaviour.

Manifest conflict: Based on the two stages above confrontation will occur, being either conflictive or problem-solving.

Conflict resolution: At some point in the process conflict will either be resolved, or it will be suppressed.

Resolution aftermath: Depending on the outcome of the resolution the future situation might lead to further conflict or to co-operation.

Conflict resolution

Conflict management is one of the activities that a school head is exposed to on a daily basis. The types of conflict a school head is exposed to are not restricted to the domain of the school, and in many cases can involve the community and other stakeholders.

Activity 8.2

List the conflict situations you have had to deal with over the past two months.

10 minutes

Comments

If one is to analyse the list you have produced, one assumption that holds true for all the cases is that problems must be solved. It is therefore on this assumption that school heads have to develop their skills in the area of conflict resolution.

What is conflict resolution?

> 'Resolution of conflict occurs when parties involved understand each other's position accurately. They are willing to discuss it, because they want to resolve the conflict, regardless of their disagreements. Resolution occurs only when the parties try to reach mutually satisfying solutions.'

In the past school heads have depended upon a well established hierarchy in authority. The person on top could make rapid decisions and act autocratically when necessary. This was often used to 'resolve' conflict situations, but were these solutions lasting and effective in the long-term?

The definition of conflict resolution posed above assumes a method of problem-solving that is more democratic in its approach and allows those affected to be involved. The next section suggests some ways in which you might want to approach conflict resolution in the future.

Techniques of conflict resolution

When attempting to reach agreement in a conflict situation it may be useful to take note of the five causes of conflict usually described by writers. These are differences based on a clash of:

- interests
- understanding
- values
- style
- opinion.

Writers identify three styles of reaction to conflict. These are:

- aggressive ('fight it')
- assertive ('negotiate it')
- passive ('duck it').

Five skills for negotiating conflict can also be identified. These are:

- spot/define it
- understand it
- look for 'win-win' (where all parties to the conflict feel that they have gained something)
- act at the right time
- check out the results.

These approaches to conflict resolution are valuable and instructive. They embody certain techniques which are very useful in reducing tension between persons or groups, but they do put great emphasis on the school head and her or his skill in being able to negotiate a satisfactory resolution to a conflict.

In dealing with potential conflicts you might want to consider the following:

Ten hints on conflict resolution

1. Nurture a positive atmosphere.
2. Clarify perceptions of yourself and your position.
3. Clarify perceptions of the other parties.
4. Clarify perceptions of the causes of the conflict.
5. Clarify the underlying factors of the cause.
6. Be in charge of your responses.
7. Encourage parties to express feelings.
8. Focus on shared needs and goals.
9. Generate options.
10. Develop and implement 'do-able' parts.

Negotiation

One way of positive conflict management is negotiation. Negotiation has been defined as: 'A transaction in which both parties have a veto on the final outcome'.

In other words, each party in a negotiation has to consent to the outcome if it is to be implemented and each has an interest in the other agreeing to it. Thus by negotiating we make a joint decision.

According to this definition, negotiation is something we do every day in our personal, professional or business capacities. For example, people negotiate with their spouses on whether they spend their money on new household furniture, with their children on which household chores they have to do. They negotiate a salary increase with their bosses and may be part of formal high level negotiations on local, regional, national or international policy or business issues.

We are constantly encouraged to become participants in the development process. Participation means shared decision-making which means reaching agreement. Successful participation is dependent on the skill of negotiation.

Negotiation is not easy. The majority of people only know two ways of negotiation, namely gentle and soft or tough and hard. Whatever position is taken involves a trade-off between getting what the parties want and keeping a good relationship between the negotiating parties.

A different method of negotiation has been successfully employed. It is called Principled Negotiation or Negotiation on the Merits and was developed at the Harvard Negotiation Project. This method is valuable because it can be used everywhere by anybody to negotiate anything.

It will be helpful to have a quick look at the strategies people usually follow when employing this method. Each party takes up a position, defends it and makes a series of concessions until an agreement is reached or when the negotiations break down because the parties could not make any additional concessions on their positions. One problem with this kind of bargaining is that the main concern becomes the positions of the parties and not the issues which brought the group together in the first place. It is usually a very long process, emotionally draining, but it can produce agreements which will be acceptable to all in the most efficient and friendly way as possible. The method consists of four points which deal with the basics of negotiation. They are people, interests, options and criteria.

PEOPLE

Separate the people from the problem. This first point is important because negotiators are people with their own emotions, beliefs, likes and dislikes which influence the way they perceive the problem and search for a solution. It is thus imperative that negotiating parties identify the problem and work together to solve the problem and do not spend the time trying to attack and change the people involved in the negotiation process.

INTERESTS

Focus on interests and not on the position. This second critical point emphasises the importance of identifying and focusing on the negotiating parties' real interests and not on their positions. Ask the basic question 'why?' to find out your own and the other party's real interests. Moreover, the most powerful, but often most overlooked interests are the universal basic human needs, that is, economic well-being, security, social acceptance, a sense of belonging and control over one's own life. But above all listen to what is being said.

OPTIONS

Generate a wide variety of possibilities before reaching a decision. Set aside a special time for the parties to invent a wide variety of possible solutions to the problem. It has been found that the major obstacles to inventing options are:

- premature judgement
- the search for the single answer
- the assumption of a fixed pie
- assuming that 'solving their problem is their problem'.

To overcome these obstacles it will be necessary to:

1. Separate the act of judging from the act of inventing options. One strategy to use is that of brainstorming.
2. Look for multiple options by using a Circle Chart which encourages different modes of thinking on the same subject.
3. Try and find mutual gain by identifying shared interests.
4. Make the solution of their problem also your problem by actively trying to understand their position and coming up with shared solutions.

CRITERIA

Insist that the result be based on objective and standard criteria by which results can be measured. This will ensure a fair solution.

These four points are important and relevant throughout the negotiation process.

Strategies of conflict resolution

A popular way of describing conflict resolution strategies is in terms of winning and losing.

These strategies can be broadly described as follows:

Win – lose

The outcome of this strategy is that one party loses and one wins. In most cases this strategy is unsatisfactory, and in all probability the conflict will erupt at a later stage.

Lose – lose

Both parties lose in the deal: usually a third party is involved, and tries to reach a compromise that is seldom acceptable to either of the parties.

Win – win

Both parties are satisfied with the outcome, and the focus is on solving the problem and not defeating each other.

Summary

In negotiating a solution to a conflict situation the aim of the resolution process should always be to strengthen the future relationship of the parties involved.

The conflict situation can have mutual advantages and benefits if approached in the right manner, and with the right attitude towards a possible resolution.

Striving for a win – win strategy so that both parties can be satisfied with the outcome is the ideal route for a school head to follow. Conflicts should be solved democratically. Make use of a mediator when necessary.

Improving Education Management

Better management in schools and in education systems has been given higher priority since the Jomtien conference on education quality. Most of the following publications originate from the Commonwealth Secretariat, or from the Donors to African Education Working Group on the Teaching Profession, led by the Commonwealth Secretariat.

Bloomer, K (1991) *Decentralising the Education System*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Building a School Management Development Programme*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Headteacher Training and Support Programme for Africa*, Reports of three Commonwealth Secretariat/Unesco/SIDA/GTZ regional workshops in Kenya (April 1992), Nigeria (June 1992) and Botswana (March 1993), London, Commonwealth Secretariat.

Commonwealth Secretariat and the World Bank (1991) *Priorities for Improving Teacher Management and Support in Sub-Saharan Africa: An Agenda for the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Summary Report of the Fifth Meeting of the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Country Action Plan Programme*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1992) *Teacher Management and Support*, London, Commonwealth Secretariat.

Coombe, C (1992) *Better Schools: Improving Teacher Management in Africa*, Paper prepared for the Regional Conference of the Commonwealth Council for Educational Administration, Hong Kong, August 1992, London, Commonwealth Secretariat.

Dadey, A and Harber, C (1991) *Training and Professional Support for Headship in Africa*, London, Commonwealth Secretariat.

Halliday, I (1989) *Personnel Information Records and Management Procedures in the National Education System: Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

Halliday, I (1991) *Good Registry Practices*, London, Commonwealth Secretariat.

Halliday, I (1992) *Why Delegate? A Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

McNie, B, White, R and Wight, J (1991) *Headteacher Management Training and the Development of Support Materials*, London, Commonwealth Secretariat.

Valerien, J (1991) *La Gestion Administrative et Pedagogique des Ecoles: Guide pour les Directeurs et Directrices d'Ecole*, Paris, Unesco.

Publications are available from:
Education Programme
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX

BETTER SCHOOLS

Resource Materials for School Heads

Module Four

Managing the Curriculum and Resources

Better Schools:
Resource Materials for School Heads in Africa

Principals are in the front line of the battle to create an environment for quality education. But school heads in Africa work under the most difficult conditions, and are often not well-prepared for the tasks they must undertake.

At the very least, an effective principal will be able to:

- manage and deploy school resources efficiently
- allocate school accommodation appropriately
- ensure satisfactory standards of maintenance and cleanliness of school facilities
- guide curriculum implementation and change
- organise staff development in school
- create a professional ethos within the school by involving promoted staff in decision-making.

During 1992, seven Ministries of Education in Africa (in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe), assisted by a further four (in Ethiopia, Sierra Leone, Tanzania and Zambia) produced training modules intended to help school heads in Africa improve their managerial and professional leadership skills. The materials were drafted by writing teams in each country, and critiqued at two regional workshops (Kenya Education Staff Institute, April 1992 and National Teachers' Institute, Nigeria, June 1992). They were then trialled among school heads and inspectors, teacher trainers and district officials in seven countries. The set of seven modules listed below was finally launched at a Commonwealth Africa workshop hosted by Botswana's Ministry of Education in March 1993:

Module 1	Self-Development for Educational Managers
Module 2	Principles of Educational Management
Module 3	Personnel Management
Module 4	Managing the Curriculum and Resources
Module 5	Financial Management
Module 6	Monitoring School Effectiveness
Module 7	The Governance of Schools

These materials were designed to be used in any English-speaking education system in Africa; country-specific versions may be available for some systems. The materials can be used in a variety of contexts: for self-study, distance learning, by peer groups and in workshops, and as a basis for coursework in institutions and faculties of education. They attempt to introduce school heads to important aspects of managing a school, from the most basic to more complex tasks, in a very practical way.

The modules were prepared under the **Training and Support Programme for School Heads in Africa** supported by Ministries of Education in Africa, the Commonwealth Secretariat, Unesco, SIDA and GTZ. Editing, design and production of the training modules was co-ordinated by the Commonwealth Secretariat Education Programme. Related publications are listed on the back cover, and are available from the Commonwealth Education Programme.

Better Schools
Resource Materials for School Heads

MODULE 4

Managing the Curriculum and Resources

Commonwealth Secretariat

These materials were prepared co-operatively under the **Training and Support Programme for School Heads in Africa**. Ownership is vested in the following:

Ministry of Education, Botswana
Ministry of Education, Ghana
Ministry of Education, Kenya
Ministry of Education and Culture, Namibia
Federal Ministry of Education and Youth Development, Nigeria
Ministry of Education and Sports, Uganda
Ministry of Education and Culture, Zimbabwe

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Marlborough House
Pall Mall
London SW1Y 5HX

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Preface

Following the World Conference on Education for All in Jomtien, Thailand in 1990, education ministries, international agencies, and NGOs have agreed action plans to improve the capacity and performance of schools. The plans recognise that the school principal carries prime responsibility for creating an effective educational environment. Without the necessary skills, many heads are overwhelmed by the task.

In Africa, the situation is particularly acute. In rapidly expanding systems, experienced and skilled teachers are customarily appointed to run complex schools without adequate preparation and back-up support. Alex Dadey and Clive Harber improved our understanding of school management by describing the unique work patterns of heads in Africa in *Training and Professional Support for Headship in Africa*. Their work proved that management techniques appropriate elsewhere cannot be imported unmodified into African systems, with their very intricate demands. They also demonstrated that strategies for training and supporting school heads were generally inadequate throughout Africa.

The Commonwealth Secretariat/Unesco/SIDA/GTZ **Training and Support Programme for School Heads in Africa** was initiated by the Commonwealth Education Programme in 1991, following a plea from the Inspectorate in Uganda to find ways of assisting school heads to do their job better. In Africa, it was apparent that local or national workshops, the traditional way of providing training for a relatively small proportion of heads, were clearly inadequate: they were expensive, and could cover only a few heads. (There are perhaps 18,000 school principals in Kenya and Uganda, for example, and over 40,000 in Nigeria.) New strategies were needed. Investigation also highlighted the lack, across Africa, of good quality, comprehensive and user-friendly resource materials on school management. Such materials as were available tended to be outdated, in short supply, and in many cases written in language ill-suited to busy heads. Nevertheless, several countries (Zimbabwe, Uganda and Botswana, for example) had begun to prepare manuals for school principals.

The joint Programme undertook to work with English-speaking African ministries, to analyse the way they trained school heads, given available resources. At the same time, writing teams in seven countries, with the support of their Ministries of Education, began drafting resource materials covering the primary aspects of running a school in Africa. Problems of producing and distributing training materials were also addressed.

Three regional workshops were held, attended in the main by a regular core of Chief Inspectors, Directors of Schools and teacher educators, as well as heads and representatives of associations of school heads. The workshops provided opportunities to share experience, to critique the work of the writing

teams, and to hammer out clearer and more effective strategies for training, and for materials production and distribution. The meetings are described in three reports, available from the Commonwealth Secretariat, which outline the **Training and Support Programme for School Heads** more fully, and give details of related publications on teacher management.

The training modules were written, trialled, edited and designed, and made ready for presentation at the final Commonwealth Africa workshop in Botswana in March 1993. They constitute a remarkable testimony to the possibilities for effective co-operation among education professionals across the sub-continent.

In practical terms, the work has been co-ordinated by the Commonwealth Education Programme. But nothing could have been achieved without the very generous contribution of participating Ministries of Education. Permanent Secretaries have assigned senior ministry staff and school heads to work on the materials; they have committed funds from overstretched budgets to support the writing teams; they have made trialling and testing of the materials possible; and they have released their staff for the regional sessions. My thanks go first of all, therefore, to the Permanent Secretaries of education ministries in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe for their co-operation and unfailing support.

We are of course particularly grateful to the team leaders from those countries for adding an additional assignment to their already heavy schedules, and persisting against very tight deadlines: Mr Reuben Motswakae, Deputy Director, Teaching Service Management, Botswana; Mr John Atta-Quayson, Deputy Director-General, Ghana Education Service; Mr John Lodiaga, Director, Kenya Education Staff Institute; Mr Len le Roux, Deputy Director, Rossing Foundation, Namibia; Professor Etim N E Udoh, Deputy Director, Institute of Education, Ahmadu Bello University, Zaria, and Alhaji Garba S Kuta, Deputy Director (Teacher Education), Federal Ministry of Education, Nigeria; Nigeria; Mr James Nkata, District Education Officer, Mpigi, Ministry of Education, Uganda; and Mr R G Sisimayi, Deputy Chief Education Officer, (Standards Control Unit and Professional Administration), Ministry of Education and Culture, Zimbabwe.

The Programme has demonstrated the practical advantages of working co-operatively. Participating ministries were supported throughout by generous financial contributions from the Swedish International Development Authority, the German Agency for Technical Co-operation (GTZ), and Unesco. Joint funding has made possible the development of a regional strategy to address the needs of school heads, and laid the foundation for bilateral support for national initiatives. We are confident that such partnerships set the tone for future collaboration.

Finally, in the background, three consultants have provided expertise in bringing our work to completion: Richard White of Moray House Institute of Education; Bob Smith of Bristol University's School of Education; and Suzie Rodwell. We thank them all. Responsibility for this work within the Education Programme has rested with Carol Coombe and Jakes Swartland.

Peter Williams
Director
Education Programme
Human Resource Development Group
Commonwealth Secretariat

January 1993

General Introduction

What is our purpose?

It is widely recognised and agreed that one of the key factors influencing school effectiveness is the nature and quality of the leadership and management provided by each school head.

This series of modules has been written to provide school heads with a source of practical ideas about ways in which they may become better managers of better schools. The material does not present much theory; instead each reader is required to draw on their own individual experiences and to evaluate their own circumstances and practices, in order that they may apply the lessons learned in their schools. Like other professionals, school heads need to accept a large measure of responsibility for their own self-development and for the development of their schools.

The extent to which these materials have a practical impact on school quality will only become clear over time, but school heads should fairly quickly be able to identify some examples of how they have changed the way they manage their schools and how their schools are better as a result. Heads may wish to share ideas with their school colleagues, District Education Officers and Inspectors, and discuss with them what they are doing, and how these materials are helping to improve their practice.

Who are the materials designed for?

These materials are written primarily for practising school heads of both primary and secondary schools, whether government or private, with whatever type of curriculum. We hope that principals of other educational institutions, including teacher training colleges, will find these materials of use.

We are not aiming just at newly appointed school heads, undergoing induction. At whatever career stage they may be, school heads know that there is always more to learn. The expression 'You can't teach an old dog new tricks' only applies to those ready for retirement.

Some readers may still be teachers who hope, one day, to become school heads; these materials are also for them.

Management skills are also required by many others involved in education, from the Minister or Commissioner of Education, through to District Education Officers and their staff, inspectors, school governors, private school owners, and even, in some aspects, parents and members of the community. These materials are for readers who belong to any of these groups, and who are interested in improving school performance.

What are the methods of study?

Since these materials are written for a variety of people, let us move from describing readers specifically as 'school heads' to something more direct and personal: 'you'.

Self-directed study: One of the main ways in which we hope you will use these materials will be through self-directed study or open-learning. By self-directed study we mean that you, the readers, choose when and what you want to study. Because everyone has a different background, in the experience we have and in the character of our schools, our learning needs vary considerably. We hope within the seven modules, each of which consists of between five and eight units, you will find something new and relevant to your needs. You may study the modules in any order; indeed many units may be studied on their own.

The modules may be studied by individuals working on their own, or in informal or formal study groups.

Individual study: A large part of our learning takes place on our own, perhaps reading and thinking quietly in school, or even at home. We hope that these materials will be available for you to do this. Then you may select what you want to learn, in the order and at the pace of study you choose. In this way you are not put under any immediate external pressure, but may work out for yourself what may best apply to you and your school.

Informal study groups: Of course you do not have to study these modules only on your own. The materials could and should be used by you with other heads in your locality, coming together informally, in peer groups or study circles, perhaps at a local teachers' centre, to review your work and share ideas. Within your own school members of staff would benefit by looking at topics together. If you have a school development committee the materials should prove a useful source of ideas. The materials could also be used by your Association of School Heads, either at district or national level, during workshops or at your annual meetings. Your association might appoint from the members a training officer, to be responsible for initiating, facilitating and co-ordinating training programmes.

Formal groups: These materials can also be used in a more systematic way to cover all school heads at formal workshops organised by District Education Officers, or for more advanced specialist courses, by a national management training institute, a teachers' college or a university faculty of education.

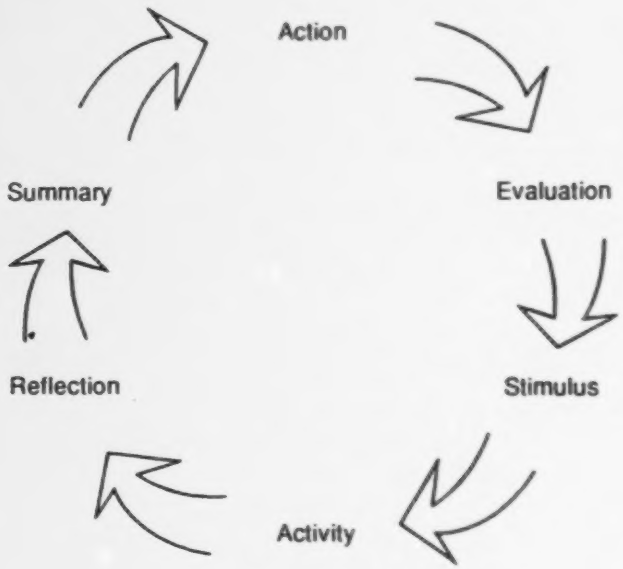
Distance learning: These materials can also be adapted for distance-learning courses and for use by the media, whether in print or broadcasting.

How is the content related to change in schools?

These resource materials are written in an interactive style which requires your participation. More than that, they require a commitment on your part to introduce into your school beneficial changes, which are relevant, cost-effective and accepted by your staff, pupils and community.

Each unit contains a variety of stimuli which are intended to get you thinking, to capture your interest and to open up the topic. These include activities like drawing up checklists, answering questions, gathering data, and discussions with your colleagues, whether teachers in your school or other heads. Whilst you are doing the activities you will be involved in reflection, in which you are encouraged to think through issues, to reconsider standard practices, and to seek alternative solutions to solving problems. Within the units there are regular commentaries which draw together loose ends and consolidate principles. The study of these resources will not be complete until there is some action by you in the way in which your school is organised and managed, following guidelines included in each unit. Evaluation, especially self-evaluation (which also relates to the concept of reflection above) is the last element in this cycle.

The cycle of learning within each unit is illustrated below:



How are the modules and units organised?

Each module has a standard general introduction (which you are now reading) and an introduction which is specific to the unit.

Each unit is written in a standard form, as follows:

Introduction: This provides an overview of the contents of each unit and provides a link between the units in the module.

Individual study time: An estimate is given of the amount of time you will require to study the unit on your own, including all of the activities. Of course, if you are working in a group it is likely that more discussion will be generated, and thus more time will be required.

Learning outcomes: These provide a series of statements about what you might expect to cover and learn if you complete a unit.

Activities: These require your involvement, perhaps by drawing on your experience, or through the gathering of data. Sometimes an activity comes at the start of a section, and sometimes an activity follows a piece of text. It is important that you do all the activities, as they form the core of each unit and provide the basis of the interactive approach to learning used here. As the activities vary considerably in character you should read the instructions carefully.

Comments: Avoid looking at the sections which follow most of the activities until you have completed each one. The comments are intended to provide a discussion of some of the points you may have identified in the activity. They are not intended as model answers.

Summary: This appears at the end of each unit to pull together the ideas which have been brought out.

Reference materials

None of the modules can be studied without access to other materials, the most important of which should already be at hand in your school or at your local District Education Office.

Important materials published in your country or available in your school include:

- the constitution
- education acts
- by-laws relating to your state, region or district
- civil service rules and regulations
- executive instruments on education
- policy papers, guidelines and circulars from the Ministry of Education
- code of conduct for teachers
- the constitution of the board of governors or school committee
- annual reports, speeches, exam results, pupil/staff data, etc.
- school account books, stores ledgers, rules and regulations, timetables, circulars, report forms, minutes of meetings, etc.
- pupils' exercise books and work.

You should also look out for books about the history and development of education in your country, and within Africa. In addition there are usually many useful articles on current educational issues in newspapers and magazines, and on radio and TV.

You should also have to hand a good dictionary.

Readings

In addition there are very many books on management, including educational management. We would suggest you look for these in your local bookshops and libraries; it is possible that the Association of School Heads in your country produces an up-to-date list of current management materials and where they may be obtained.

However, it is unlikely that many titles will be readily available to the average school head, particularly those in rural areas. We hope that the

publication of these modules will encourage more people to write complementary texts and for publishers to ensure the availability of relevant books on educational management wherever schools are located.

Here we have limited the list of books to those written specifically for educational managers in Africa.

Adesina S (1990) *Educational Management*, Enugu: Fourth Dimension

Asiedu-Akrofi K (1978) *School Organisation in Modern Africa*, Tema: Ghana Publishing Corporation

Chung F (1988) *Basic Principles of Administration*, Harare: College Press

Fagbulu A M (1972) *Administrative Practice for Teachers*, Ibadan: Evans

Mbamba A M (Editor) with Nwagwu N A and Joof M B (1992) *Handbook on Training Methods in Educational Management*, Harare: Unesco

Mbamba A M (Editor) with Nwagwu N A and Joof M B (1992) *Book of Readings in Educational Management*, Harare: Unesco

Mbiti D M (1976) *Foundations of School Administration*, Nairobi: Oxford University Press

Musaazi J C S (1982) *The Theory and Practice of Educational Administration*, London: Macmillan

Ozigi A O (1977) *A Handbook of School Administration and Management*, London: Macmillan

Contents

Your first step should be to examine the following list of contents to select those modules and units you feel you may wish to study. At the start of each unit there is an introduction and a set of learning outcomes, which should enable you to decide quite quickly whether the material is likely to be of value to you.

	Individual study time
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Unit 1: School mission, values and objectives	5
Unit 2: Styles of management	3
Unit 3: Needs identification	6
Unit 4: Job analysis	4
Unit 5: Time management	4
Module 2: Principles of Educational Management	**20**
Unit 1: Introduction to educational management	3½
Unit 2: Government organisation and functions	2
Unit 3: The functions of school management	3
Unit 4: Human and public relations	3
Unit 5: Delegation in a school	2
Unit 6: Communication and negotiation	2
Unit 7: Decision-making and problem-solving	2
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Module 4: Managing the Curriculum and Resources	**25**
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Unit 7: Resource maintenance 3
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Module 5: Financial Management 32
Unit 1: Sources of school funds 3
Unit 2: School budgeting 6
Unit 3: Mobilising financial resources 3
Unit 4: Basic framework and mechanism of financial management 6
Unit 5: Expending and accounting for school funds 7
Unit 6: Auditing school account books 7

Module 6: Monitoring School Effectiveness 13
Unit 1: Indicators and characteristics of school effectiveness 3
Unit 2: The rationale for evaluation 2
Unit 3: Evaluation techniques 4
Unit 4: Planning a programme of evaluation 2
Unit 5: Using evaluation findings 2

Module 7: The Governance of Schools 21
Unit 1: Defining the parameters of school governance 1
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Unit 3: School managers and governing bodies 4
Unit 4: Relationships between schools and other agencies 3
Unit 5: Partners in school management 10

Managing the Curriculum and Resources

4

Introduction

The curriculum of a school includes not just the planned academic programme but also all co-curricular activities and other events, as well as that which pupils learn through the nature and quality of the school ethos.

The main task of the head of each school is to provide and deliver effectively an appropriate curriculum using all the resources – human, material and financial – which are readily available. This involves mobilising all possible resources including those from the Ministry of Education, the community and other organisations, and then ensuring their full and effective use.

In this module we aim at improving your skills in different aspects of curriculum management, including timetabling, curriculum development and assessment, and resource management, including the provision of textbooks, library and media resources, and their control. The material in Module 5 on *Financial Management* will provide you with more information about mobilising and managing financial resources.

Individual study time: 25 hours

Objectives

After working through this module you should be able to:

- improve your effectiveness as the manager of the curriculum and the resources which support it
- identify how to mobilise financial and material resources for your school and ensure their full and effective use
- demonstrate improved stock-keeping in your school
- know how the curriculum of your school may be adapted to the human and natural environments within which it is located, and ensure these environments are used
- be a more effective manager of change, and know how to regularly update your school curriculum
- ensure your school has a well designed and operated timetable
- draw up and apply criteria for the selection of textbooks, and ensure that those available are fully used and properly managed
- suggest ways of improving the library, media and low cost teaching aids, including their use
- improve the quality of pupil assessment, including providing orderly examining, regular and systematic testing, and full and accurate records.

Units

This module is divided into eight units.

Unit 1: Establishing the curriculum *2 hours*
The curriculum of your school needs to be adapted to the human and natural environments within which it is located, and to be continuously updated. This unit aims at enabling you to establish your curriculum within the national framework, recognise the diverse nature of the curriculum and undertake its development.

Unit 2: Timetabling *3 hours*
In this unit you will identify some of the issues in designing and operating your school timetable, including the need for careful preparation and finding ways of organising the timetable to make full use of your teachers, to follow ministry requirements and yet adapt it to the special conditions of your school, and to provide your pupils with choice.

Unit 3: Organising resources to support the curriculum *3 hours*
Through this unit you identify the range of resources which are needed by your school, and the difficulties of obtaining them. You will learn how resources may be produced and acquired, and how they may be properly managed.

Unit 4: Selecting and managing textbooks *4 hours*
Textbooks provide one of the key teaching and learning resources in your school. You will develop criteria for their selection, and learn how to ensure that the books are fully and properly used.

Unit 5: Libraries, media, and low cost teaching aids *4 hours*
There are many ways in which the resources of your school may be improved. In this unit you will identify ways of developing three particular types of resource and how they may be managed.

Unit 6: Examinations, testing and record-keeping *3 hours*
The assessment of the progress of your pupils provides a measure of the level of their performance, which is one of the purposes for which your school exists. In this unit you will review different aspects of assessment, including the importance of record-keeping as a means of maintaining a profile of the progress of each pupil.

Unit 7: Resource maintenance *3 hours*
Through this unit you will recognise the importance of keeping good stock records and learn of ways in which this may be done.

Unit 8: Finding financial resources *3 hours*
Here you will recognise that although governments provide some resources for your school, you cannot expect to rely entirely on this source, and so you need to find ways of adding to those you have.

Contributors

This module was written by a team in Botswana:

Mr R Motswakae **(Team Leader)**	Deputy Director, Unified Teaching Service
Mr S Basiamang	Head, Molefi Senior Secondary School
Mr W Grisdale	Headteacher Adviser, Department of Secondary Education
Mr T Mosimakoko	Head, Miasantwa Primary School
Mr S Motswaledi	Regional Education Officer (Primary)

with:

Mr J Gabi	Head, Lebogang Community Junior Secondary School
Mr G Grimshaw	Head, Selibe Phikwe Senior Secondary School
Mr S Lopang	Head, Segomotso Primary School
Mr F Maoto	Head, Boikhutso Community Junior Secondary School
Mr M Seriti	Head, BoswelaKgomo Primary School

Establishing the Curriculum

1

Introduction

In this unit we consider the meaning of the term curriculum and some of the basic things we need to know about it, including the importance of adapting it to your local contexts and to the needs and abilities of your pupils. Each school head must know how to manage the curriculum: to follow national guidelines, to develop a school curriculum and to organise school life in a way which will enhance the hidden curriculum.

Individual study time: 2 hours

Learning outcomes

By the end of this unit you should be able to :

- explain the need for you to manage the establishment, adaptation and development of the school curriculum
- identify key factors which need to be taken into account in curriculum design
- produce a school curriculum which is compatible with the dictates and guidelines laid down by the government.

Principles and constraints of curriculum design

Activity 1.1

(1) Explain in your own words the meaning of the term curriculum.
(2) Identify six reasons why it is quite difficult to design a good curriculum.

15 minutes

Comments

The curriculum has been defined as all the experiences provided by a school to educate the pupils. It also involves helping teachers provide the best information on subject matter, taking into account the interests of pupils and contemporary social needs. A curriculum is a course of subjects and co-curricular activities that must be covered by the pupils, but it should also aim at developing them mentally, physically and morally, and at embracing the hidden curriculum which includes behaviour patterns and attitudes of the pupils and staff and the general tone and ethos of the school.

The curriculum should be dynamic and be evolving all the time. It is the job of the head to manage this process in the school.

Some of the basic principles which should be taken into account in designing your school curriculum include:

1. It should satisfy the philosophy and educational purposes of the school and the nation.
2. It should be developed from 'grassroots' level and include parent and community contributions.
3. It should make allowance for the special education needs of pupils.
4. It should take into consideration the culture, customs and traditions, both of the country and the region.
5. It should provide practical educational experiences.

Constraints

Did your list of the constraints in developing your curriculum include the following?

1. It is not a task with which everyone in schools is familiar.
2. It is unlikely that the curriculum can take into account every local tradition.
3. The curriculum you would like to offer may well be constrained by a lack of physical resources.
4. There may be problems in selecting a language of instruction which suits the needs of every pupil.
5. Some teachers believe that they have to follow the official curriculum exactly.
6. No procedures have been developed in our school or time allowed for curriculum development work.

Using local resources

Activity 1.2

Subjects where local studies and interpretation should be encouraged include Art and Craft, Geography, History, Practical Agriculture, Science. For each of these subjects indicate ways in which the local environment can be used to enrich the curriculum:

- Art and Craft;
- Geography;
- History;
- Practical Agriculture;
- Science.

15 minutes

Comments

In many countries where the curriculum is designed and decided centrally, it may appear as though teachers have little or no input. But by indirectly interpreting and implementing the curriculum, successful innovative ideas can ultimately lead to curriculum modification at the national level.

You probably thought of many ways in which you already use local resources, for example:

- Art and Craft: local designs in cloth, pottery and architecture

- **Geography: the relationships between the way people live and their environment**
- **History: learning from oral traditions of the people**
- **Practical Agriculture: applying the lessons from local progressive farmers to the school farm**
- **Science: aspects of the natural and human environments.**

Factors governing the curriculum

Activity 1.3

Basic factors which need to be considered in curriculum development include:

- the age of the pupils;
- the range of ability levels of the pupils;
- inter-relationships between subjects;
- degree specialisation in subject areas.

Identify four other factors which need to be taken into consideration.

15 minutes

Comments

You could also have considered:

- the time available for teaching and learning
- the availability of funds to provide both specialist facilities, such as laboratories, and simple resources, such as chalk and books
- the level of training and experience of the average teacher
- the type of work and its availability open to those pupils completing school.

The hidden curriculum

A school curriculum consists of a number of subjects which give pupils a body of knowledge and skills, co-curricular activities which create and develop their interests, and the 'hidden curriculum' which mainly affects pupil attitudes, maturity, growth and behaviour.

Activity 1.4

Suggest why the following might be regarded as part of the hidden curriculum:

- the punctuality of teachers;
- the way teachers interact with each other;
- the cleanliness of the school compound;
- the personality of the school head;
- the choice of subjects by pupils.

10 minutes

Comments

Although we may reveal some aspects of the hidden curriculum, in fact there will always be many influences on the way pupils behave, on what they learn and on the interests they develop, which we can never plan for in the curriculum or the co-curricular programme, or, indeed, ever find out about. But there is a lot we can do to try to influence what happens and your answers to the items above should have illustrated this.

Creating a total curriculum

In many countries around the world the concepts of democracy, self-reliance and national identity are deliberately included in the daily instructional activities and general running of each school.

Activity 1.5

Which of the statements in Fig 1 is describing something wnich supports either the Core Curriculum (Column A), the Hidden Curriculum (Column B), or the Co-Curriculum (Column C)?

10 minutes

Fig 1 The total curriculum

STATEMENTS	A CORE CURRICULUM	B HIDDEN CURRICULUM	C CO-CURRICULUM
1 Discuss moral issues at the school assembly.			
2 Ensure that the school library is stocked with relevant, up-to-date texts.			
3 Organise internal school and staff development workshops for teachers.			
4 Encourage pupil participation in running the school through a prefect system.			
5 Request and ensure adequate and appropriate facilities and supplies.			
6 Allow teachers to participate in curriculum panels.			
7 Check the effect of curriculum on the attitudes and behaviour of pupils.			
8 Encourage the formation of clubs and societies and participation of pupils.			
9 Expect good work ethics amongst teachers.			
10 Ensure that supplementary books and support materials are available.			

Comments

You may find that your answers differ from someone else who has done this exercise. These are the answers given by Mrs A and Mr B:

	Mrs A	Mr B
Core Curriculum	1, 2, 3, 5, 6, 7, 8, 9, 10	2, 3, 5, 10
Hidden Curriculum	1, 3, 6, 7, 8, 9	1, 4, 6, 7, 8, 9
Co-Curriculum	3, 6, 8	4, 8

Note that some items have been placed in more than one type of curriculum. Which of these sets of answers is closest to your own? You might like to reflect on why such different answers arise.

Learning about the curriculum

Activity 1.6

A man was appointed head in a new secondary school, 500 kilometres from his home in an area unknown to him. Before arriving at his new school he did some advance work on curriculum planning. In order to do this he collected data and advice from a number of sources.

(1) Complete Fig 2.

(2) Identify other people or data sources that he should have consulted, whether available in his home location, at his new school or elsewhere.

15 minutes

Fig 2 Sources of data

In the square opposite each source put: G = of great value; S = of some value; or L = of little value:

His father, a subsistence farmer ☐

His local chief, one of the most respected of traditional leaders in the country ☐

Published educational legislation ☐

His former primary school head ☐

A visiting teacher on holiday from the region to which the man has been appointed ☐

Comments

A new school head will have a lot to learn about the curriculum existing in his school and about the development work which will be needed. He will need to learn about the 'official' curriculum, but also about the nature and quality of the work presently done in his new school, about the pupils, the teachers and the community, as well as about the whole environment in which the school is located. Thus he should consult with a wide variety of people in order to inform himself about every aspect of school life.

Summary

In this unit we have demonstrated that there are various forms of curriculum, all of which need to be recognised and planned for. A school curriculum is not the same as the curriculum prepared by the government, and it is not something which just happens, it has to be managed and planned. Every head has a considerable task in ensuring a full and balanced curriculum in their school.

UNIT 2

Timetabling

Introduction

Timetabling is the method by which the curriculum is brought to the pupils. The head of a school has a number of resources at his or her command – teachers, teaching areas, finance and time. A timetable is the means by which these resources are marshalled to provide the greatest possible educational opportunities and alternatives for pupils in the most cost-effective manner. In the developing world the emphasis on cost-effectiveness cannot be overstated. The more efficiently resources are utilised the better the education for the greater number of children. Decisions expressed by the timetable affect the entire school population and reflect the educational programme and philosophy of the school.

Individual study time: 3 hours

Learning outcomes

By the end of this unit you should be able to:

- have a basic understanding of timetable construction
- appreciate the timetable as a device enabling better education
- realise the amount of time and complexity of thought that goes into the production of a good timetable
- recognise the limits and constraints of a timetable
- comply with the period allocations prescribed by the Ministry of Education
- be aware of the need to :
  - make full use of all teaching and specialist areas in the school;
  - ensure the workloads of all teachers comply with ministry requirements;
  - allow for immediate changes to meet emergency situations;
  - give pupils a choice of optional subjects to fit their career prospects.

Principles and constraints of timetable design

Let us first of all identify some of the principles upon which you should base your timetable design.

1 In essence a timetable should be pupil-centred to maximise learning opportunities: arranged with a variety of activities, with subjects spaced to sustain the children's interests and motivation, and taking into account age, concentration span, ability range, single grouping, class sizes and pupil career ambitions.

2 The best and most efficient deployment of teachers can be achieved if:
   - the teaching establishment of the school has been correctly determined
   - all the subjects are fully covered
   - there is a staffing equilibrium in terms of experience, sex and age
   - the frequency of transfer of teachers is minimised
   - teaching loads are balanced across the timetable.

3 The pupil capacity of a school is controlled by its buildings; as far as possible all teaching stations should be fully utilised. An important decision has to be made whether teachers move from teaching area to teaching area, whether pupils move, or whether both move.

4 Emergencies will lead to timetable adjustment. A good timetable should be flexible, allowing adjustments to be made with the minimum disruption to school life.

5 Allowance has to be made within the timetable organisation, including non-teaching time for:
   - pupil registration, assemblies, time between periods to change books and materials, pupil guidance and welfare
   - staff development including departmental meetings, staff meetings and in-service workshops.

6 Staff should be deployed vertically and horizontally across the timetable; this means that teachers should teach at different levels and not just be allocated completing or beginning classes.

7 Teachers should be timetabled to teach the subjects in which they are trained.

8 There should be a balance in the timetable in the sense that not too many double periods or practical subjects should follow one after the other.

Constraints

The following are some of the factors which will limit your freedom in your design of the school timetable.

Time: 'Restricted time' is time determined by ministry policies over which the head has no control, for example, the number of periods per day, the number of periods per subject, the length of a period, and the time of school broadcasts.

'Disposable time' is controlled by the school and reflected in the timetable, such as when a subject is taught, when registration occurs, the length of formal study time, the allocation of non-teaching time, and the use of double, single or triple periods.

Teacher availability: This can seriously affect a timetable, determining class sizes, subject choice and the quality of education offered.

School buildings: The design, type and number of these directly affects the timetable in the number and variety of subjects offered, the number of classes, the size of classes, the size of the school, the quality of study opportunity, library access and usage, and teacher/pupil ratios.

Traditional attitudes: These can militate against the innovative use of resources which would add to the school's efficiency, such as how the school hall is used, and the time of registration and assembly.

Lack of public utilities: This can restrict the timetable, for example, no electricity can mean no evening work; a lack of water can affect Art, Science, Agriculture and Home Economics.

The timing of the school day: This is related to the size of the school's catchment area. The greater the walking distance for pupils the shorter the school day.

Adhering to the timetable: If teachers do not adhere to the timetable this will reduce its effectiveness as the framework for planning the time available for learning.

In this unit we consider timetabling only for formal lessons in primary, junior secondary and senior secondary schools. As the degree of timetabling complexity differs for the various levels of primary and secondary education, it is better to consider each level separately.

Timetable preparation in primary schools

Under normal circumstances there is one classroom or teaching area, and one teacher for each class.

It is quite common in lower classes for teachers to draw up the timetable themselves, adopting a flexible approach to the day's activities, whereas in the remaining classes teachers follow a formal timetable.

Step 1: Collect and have available all relevant ministry directives on time and subject allocations. It is important to ensure that the timetable meets all the requirements of these directives.

Step 2: List all the teaching areas in your school.

classrooms
science room
library
hall
playing fields
garden
other spaces

How many classes may be accommodated in your school at one time? You should note that a class working for a period of time in the school garden, or on the playing field may be regarded as accommodated for that period. However, the extent to which it is necessary to plan with such attention to the full use of every space will depend upon the pressure of numbers of pupils.

Step 3: How many class teachers are on your establishment? Allocate teachers and classes to classrooms or teaching spaces.

Step 4: Special education teachers, if available, will have to be timetabled separately to serve the needs of pupils with special needs whilst they are part of a class. Individual class timetables will have to be consulted and possibly adjusted to remove clashes.

Responsibilities of the head

In the lower classes of primary schools timetabling is often an integral part of the classroom teachers' duties. The head approves the timetable and then prepares the general timetable for the school.

The overall responsibilities of the head are to ensure that:

- government directives and policies are complied with
- each teacher makes the fullest use of school resources
- clashes between individual teacher's timetabling demands are resolved amicably and fairly
- special education teachers are used appropriately.

Double session primary schools

Double session arrangements occur where the number of pupils in a school catchment area exceeds its pupil capacity. It is therefore necessary to maximise the use of the physical plant and facilities by operating the school in two sessions. As many primary schools do not have electricity, the time when the school can operate is determined by the daylight hours. The first session usually begins at 07.00 hours and continues till 12.00; the second session is from 12.30 to 17.30. In some primary schools the two sessions overlap. Two sessions do not mean two schools; one head is in charge of the school for both sessions. Opportunities for co-curricular activities are reduced, but can exist for each session provided there is a timetabling plan to make use of the recreational and game facilities, the school garden and library. Without such timetables (one for each session) classroom instruction and learning will remain the sole means of education and many of the wider values of schooling will be lost.

Timetable preparation in secondary schools

A secondary school timetable consists of three major components which in themselves can be the bases of separate timetables, namely: teachers, classes or teaching groups, and rooms.

Step 1: List the number of teaching areas in the school.

	NUMBER	LIMITING FACTORS
classrooms		
laboratories		
workshops		
outdoor teaching areas		
gymnasium		
library (if classes are held there)		
school garden		
school hall		

Step 2: Note any limiting factors: the teaching space can only accommodate half a class, cannot be used for academic work or examinations, or can only be used for certain types of lesson.

Step 3: List the number of teaching subjects and identify each as either 'core' or 'optional'.

A core subject is one which all pupils must study; an optional subject is one which a pupil can opt to study.

SUBJECT	CORE	OPTIONAL

Step 4: Ensure that the time allotments prescribed by the Ministry of Education are adhered to. Perhaps the most common pattern is 40 minute teaching periods, an eight period day, and a five day week with each covering 40 periods a week. What are the equivalent standards set in your school?

Step 5: List your teachers by name and subject. Include the classes to be covered and the expected teaching loads. Note any teacher shortages or surpluses.

NAME	TEACHING SUBJECTS		CLASSES	LOAD
	SUBJECT 1	SUBJECT 2		

Areas with teacher shortages:
surpluses:

Step 6: Collect data on pupil preference in optional subjects, and modify in terms of step 5 above.

PUPIL'S NAME	OPTIONAL SUBJECTS AVAILABLE								
	ENG LIT	GEOG	HIST	D & T	HE	AGRIC	COMM	ART	RE

(Note: D & T = Design and Technology; HE = Home Economics;
RE = Religious Education)

If Geography is the most popular subject and Commerce the least popular, are there enough teachers of Geography? If not, some pupils opting for Geography will have to be encouraged to choose Commerce instead. Are there sufficient pupils to make up a class of D & T? (Remember in some subjects, such as D & T, usually half the normal sized class can be accommodated at one time.)

Step 7: Using the above information adjust your optional subject programme to ease the teacher shortage if this is possible. If not, there are alternative methods which could be used to ensure as many options are available as possible. For example, you could reduce the number of weekly teaching periods.

Suggest two other ways you could ensure a broad optional subject programme.

Step 8: Meet subject department heads to find their timetabling needs with regard to:

- preferred teaching time during the day
- subject weekly timetable distribution
- single, double, or triple periods
- study time requirements
- departmental meeting time requirements.

Remember to involve all the teachers in timetable compilation whenever possible.

Step 9: Identify the amount of non-teaching time which should be timetabled, to allow for registration or extended registration, for student welfare and guidance, for assemblies and for meals.

Timetable compilation in junior secondary schools

In a number of countries there are differences between junior and senior secondary curricular provisions and so we need to consider each level separately here.

In some countries the junior secondary programme takes place in schools specifically designed and built for this level of education. Each school has a standard number of buildings determined by the size of the school pupil population, and a common academic programme over two or three years which is set by the Ministry of Education, and which is completed by the Junior Certificate examination.

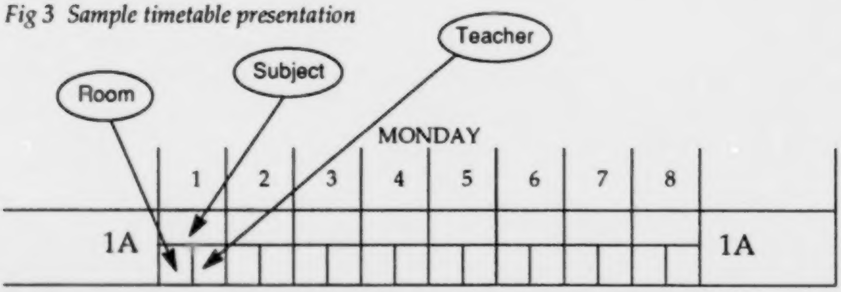
A major difference between schools is in staffing. Some teachers are qualified to teach two subjects, others are not. The permutation of teaching subjects offered often varies a lot and this distinguishes one junior secondary school from the next.

Step 1: Complete the nine steps outlined in the section on 'Timetable preparation in secondary schools'.

Step 2: There are several ways of presenting a timetable, for example, a large sheet of paper using colour coding, magnetic board, peg board, pin board. Choose the most convenient way for your situation.

Study the sample shown in Fig 3.

Fig 3 Sample timetable presentation



A margin along the left hand side is left for the name of each class. On each line, each column has space for three entries, namely, 'subject', 'room' and 'teacher'. All this information is essential. The teacher timetables and room timetables should be compiled simultaneously.

Note that the sample given in Fig 3 is limited in that it can only be used for a weekly, five day timetable. No allowance is made for six, seven or eight day timetables preferred by some heads. Comments on this type of timetable are made later in this unit (see page 18).

Step 3: Determine the order in which information is going to be entered on the timetable. Priorities will be decided by demand. If there is great demand on specialist teaching facilities, then the subjects, teachers and classes using these rooms should be entered first.

Case study

A school has two science rooms and 18 classes, with each class having six periods of science in the form of three double periods a week.

The school operates a 40 period per week timetable.

With two rooms this means 80 periods a week can be taught in the science rooms each week.

But there are 18 classes, each of which has six periods of science a week. So the total demand on the science rooms is:
18 classes x 6 periods a week = 108 science periods a week.

(1) If the science rooms are fully utilised how many science periods will have to be taught in non-science rooms?
(2) If a double period was added to the timetable every afternoon would this solve the problem?
(3) Which classes should receive priority for accommodation in the science rooms?

You should now see the reason for timetabling subjects with specialist rooms and a large number of periods, such as science, before any other subject.

Step 4: If the school is just opening, or for some reason its facilities are under-utilised, then it might be best to timetable first a teacher teaching two subjects, or a subject which has the greatest number of teaching periods.

Step 5: Work across the timetable entering three pieces of information at the same time : 'subject', 'teacher' and 'room'.

Do not try to complete one day and then move onto the next – such an approach will lead to chaos!

Step 6: After entering a subject across the timetable, check teacher and room timetables to ensure that all the information matches.

Step 7: In making entries think both laterally and vertically so that the final entries will cause fewer problems.

Timetable compilation in senior secondary schools

The senior secondary course is usually either a two or three year programme. In a three year programme the first year could be an exploratory year in which pupils are introduced to a wide spectrum of subjects in order to identify interests, aptitudes and abilities which can then be translated into subjects to be studied during the last two years.

A typical first year programme, on a 40 period cycle, may be built up of English (Language and Literature) 8, Mathematics 6, African Language 5, Science 6, History 3, Geography 3, Careers/Guidance 2, Agriculture 3, and Technical/Home Economics/Art 4.

The element of subject rotation arises in Technical/Art/Home Economics where rotation between these subjects may take place to enable pupils to experience each subject and decide (with guidance) which subject to study in depth. Rotation may take place throughout the course or for a limited period of time in the first few weeks in these particular subject areas.

At the end of the first year, pupils, with guidance, opt for the Certificate subjects they will study. Pupil choice, within the other parameters we have identified, will help to determine the character of the timetable.

In a two year senior secondary school programme pupils enter the final stage of their secondary course immediately. Subject choice would then be governed by:

- leaving results from the junior secondary school
- external examination requirements
- local regulations (for example, in Botswana students should offer Setswana, a Science and Mathematics)
- availability of staff and specialist rooms
- pupil aptitude and interests.

The time frame

LENGTH OF PERIODS

The 40 minute period fits well with recent research that the attention span of the average secondary pupil begins to decline after 30/40 minutes. Double periods of 80 minutes reduce the amount of work for timetablers but their desirability must be carefully considered, taking into account the amount of project and practical work in a subject. Multiple periods suit practical subjects but create problems when dealing with option blocks.

LENGTH OF DAY/NUMBER OF PERIODS PER DAY

Usually the morning hours are timetabled for teaching and learning with the afternoons devoted to individual study and co-curricular activities. Climatic conditions are a major factor in deciding this arrangement. Eight 40 minute periods fit well into the morning session beginning at 07.00 and ending at approximately 13.00, depending on the number and length of intervals. However, a timetable based on nine 35 minute periods gives greater flexibility for the timetabler.

LENGTH CYCLE

Instead of the conventional five day week, it is possible to have six, seven or eight day weeks, an arrangement which gives more flexibility in subject/period allocations, and also means that teachers/pupils are not tied to a particular subject for Fridays and Mondays throughout the term or year.

Timetabling devices for alternative pupil grouping

BLOCKING

This occurs where certain classes are timetabled together throughout the timetable for key subjects such as Mathematics or English. The number of groups created depends on the number of subject teachers available. Given this arrangement it is possible to:

- form ability groups or mixed ability groups of different sizes
- change teachers according to the topic being taught
- cover for absent teachers with the minimum disruption
- form smaller or larger groups according to teacher availability.

This device can only be used in larger schools where there are sufficient classes in the same year and sufficient subject teachers.

For an example, see Fig 4 (E = English; M = Mathematics).

Fig 4 Example of blocking

	MONDAY								TUESDAY								WEDNESDAY							
	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	
1A	E			M								M			E						E	M		
1B	E			M								M			E						E	M		
1C	E	M											M		E				M		E			
1D	E	M											M		E				M		E			
1E	M		E							E				M						M				E
1F	M		E							E				M						M				E
1G			E			M			M	E														E
1H			E			M			M	E														E

Mathematics and English have been blocked on the timetable for Monday, Tuesday and Wednesday.

Make out your timetable grid and complete the blocking for Thursday and Friday.

SETTING

This device is used to provide alternatives for pupils within the slot on the timetable. It is essential where classes have to be half the normal size, for example, Design and Technology, Art, Home Economics. A number of classes within the same year can be timetabled together throughout the timetable and offered a number of options. A pupil chooses one from the selection of optional subjects on offer. There is no reason why the same option group cannot be offered twice on the timetable affording the pupils a second alternative. Option columns may contain more classes than the nominal number of classes having access to them, permitting the creation of small classes in certain practical subjects without overloading other subject classes. Adjustments can be made from year to year in the contents of these option columns. Thus if the demand for Geography falls and that for Development Studies rises, Geography can be replaced in part by Development Studies provided the school has teacher capability.

Fig 5 Example of setting

	MONDAY								TUESDAY								WEDNESDAY							
	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8
1A			D&T HE				G																D&T HE	
1B	D&T HE						DS H																	
1C												G												
1D												DS			D&T HE									
1E												H					D&T HE							
1F	G								D&T													G		
1G	DS						D&T HE		HE													DS		
1H	H												D&T HE									H		

In the example given in Fig 5, Design and Technology (D & T) is set against Home Economics (HE); with half the class taking one subject and half the other.

Geography (G) is set against Development Studies (DS) and History (H).

In which of these subjects is the number of pupils likely to be class size or less than class size?

Draw a timetable grid and complete the timetable in D & T, HE, H, G, and DS for the rest of the week.

Both blocking and setting are infinitely better than streaming where whole classes are decided on the ability levels of pupils.

Step 1: Complete all preparation exercises outlined on pages 14 to 16 ('Timetable preparation in secondary schools').

Step 2: Decide on time allotments in compliance with Ministry of Education directives, including whether the timetable should cover five, six, seven or eight days. Give reasons for your choice of times and length of teaching day.

Step 3: Work out a first year programme which will meet pupil needs. Translate the programme into timetable form.

Step 4: Do you intend to block certain subjects in the upper two classes? If so, which subjects and why?

Step 5: List the option groups you intend to form, indicating subjects and size of classes in each subject. What freedom of choice do pupils have? What are the limiting factors?

It is imperative that each school head selects or devises a pupil-centred timetabled programme which is most appropriate to the school's circumstances.

Summary

A school timetable should give full information in three distinct areas, namely: teaching stations, teaching staff and class distribution, and subjects taught at certain times for each teaching day.

In order to compile a meaningful timetable the school head must be aware of the necessity to consult others so as to make full preparations and collect all the relevant data. He or she must command the expertise to direct the production of a timetable which will serve the needs of all categories, intellects and aptitudes among the school's pupils. Finally, the head must know and be able to apply such timetable devices as blocking, setting the extended day and week, and double sessions, in order to meet the special circumstances which may prevail in the school.

UNIT

3

Organising Resources to Support the Curriculum

Introduction

The nature and quality of the curriculum offered in a school is closely related to the resources which are available and, most importantly, how well they are used. In this unit we consider these issues and some of the problems school heads face in managing resources. Even where finances are available, it is still important to improvise and adapt from the local environment.

Individual study time: 3 hours

Learning outcomes

By the end of this unit you should be able to:

- display a thorough knowledge of resources and the way they should be organised for the promotion of learning/teaching in schools
- explain the need to produce and acquire resources
- recognise constraints in the management of resources
- find ways of managing resources properly.

Types of resources and constraints

Activity 3.1

(1) Name the four main types of resource which are available to us all.

(2) Identify some of the constraints you face as a school head managing your resources.

20 minutes

Comments

Resources are essential to get our work done. The four main types are: material resources, human resources, financial resources and time. Some of the principles which we need to apply in their management are as follows:

1. All possible resources should be identified and used appropriately.
2. There should be a maximum use of all available resources.
3. Local resources should be sought or manufactured wherever possible.
4. The use of resources should be carefully monitored and controlled.

Constraints

You will probably have identified quite a number of constraints which considerably handicap the ability of you and your teachers to provide the curriculum you would wish. Which of the following did you identify?

- shortage or lack of storage facilities
- lack of skills and expertise needed to identify and use resources properly
- inadequate sources of supply of the required resources
- insufficient means of transport to distribute resources
- lack of skills in how to manage time and space effectively
- insufficient financial provision
- inappropriate and unimaginative training of teachers.

Identifying resources

Activity 3.2

Take the examples of resources shown in Fig 6 and place them in the correct category.

10 minutes

Fig 6 Examples of resources

	MATERIAL RESOURCES	HUMAN RESOURCES	FINANCIAL RESOURCES	TIME
textbooks				
teachers				
school day				
pupils				
vehicles				
classrooms				
audio-visual aids				
PTA funds				
subjects				
period allocations				
furniture				
study time				
ancillary staff				
kits for science				
school infrastructure				
board of governors				
petty cash				
library books				
teachers' guides				
community resource persons				

Comments

This list and your answers demonstrate the extraordinary range of resources available to us. Everything we see and touch is a resource which perhaps we could use. Thus resources extend far beyond textbooks, include many things which cannot be provided by the Ministry of Education and include many resources which cost nothing. From this you may see that the management of resources by a school head requires considerable skills.

Managing resources

Activity 3.3

Everyone uses resources.

(1) What resources do the following people use: pupils, teachers, grounds staff, head of school, bursar?

(2) Excluding members of the school administration, who is directly responsible for securing the following resources for the school: stationery, teacher, pupils, fuel for school vehicle, information on careers, classroom furniture, firewood, science kits, school weather station, sports equipment, food and school bell?

(3) In what ways can these people be helped to make effective use of these resources?
- pupils' use of: the library, study time;
- teachers' use of: the classroom, schemes and records of work, the school bulletin boards;
- Bursar/Treasurer's use of: financial records, petty cash, bank statements.

30 minutes

Comments

We are all users of many resources, some of which are our own, but most of which we share with other people. Similarly we all have responsibility for managing resources, both our own and those we share. For teachers and other staff who are employed by the government or owners of the school, it is important that the extent of their individual responsibilities should be written into their job descriptions. The appraisal of the work of everyone in a school should take into account how well they manage resources. The qualities of leadership which we look for in both pupils and teachers (and most school heads) depends to a large extent on their resource management abilities. Everyone needs to be helped to develop their skills in this area, both through pre-service training on the part of teachers and through everyday training and supervision. The school head is responsible for developing this appreciation of resources and the involvement of everyone in their management.

Maintaining resources

Activity 3.4

Resources have to be looked after properly. The school delegates this responsibility and monitors the performance of the individuals concerned. For each of the resources listed in Fig 7 give the post of the person responsible, where the resource is normally stored and any special management this requires.

10 minutes

Fig 7 Maintaining resources

	POST	STORAGE	MANAGEMENT
Textbooks			
Art equipment			
Surplus furniture			
Agricultural tools			
School vehicle			
Cooking utensils			

Comments

Resources which are purchased from school funds require special attention. For this reason the head usually delegates authority and responsibility to key teachers and members of the support staff, and ensures the provision of storage and appropriate management.

The shortage of any resource – teachers, classrooms, finance, time – reduces the extent to which the curriculum can be delivered effectively.

Shortages can occur because of poor school management procedures, including, for example:

- failure to make proper staffing vacancy returns
- failure to keep consumable ledger up-to-date
- careless use of recurrent funds
- inability to maintain resources to acceptable standards resulting in deterioration
- professional incompetence.

Shortages can also occur because of factors external to and beyond the control of the school management, including, for example:

- inadequate funding
- lack of available transport
- limitations in the capacity of the supplier making it impossible to meet the needs of the school
- inability of the recruiting agency to provide teachers as and when required
- lack of creativity and resourcefulness on the part of staff members
- non-existence of environmental resources, for example, a lesson on rivers could suffer in a place where there are none
- no electricity or source of power.

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- inability of the recruiting agency to provide teachers as and when required
- lack of creativity and resourcefulness on the part of staff members
- non-existence of environmental resources, for example, a lesson on rivers could suffer in a place where there are none
- no electricity or source of power.

Activity 3.5

From your own experience what are the main problems you face as a school head in the maintenance of resources? How does your list compare with that given above?

20 minutes

Comments

It is important to recognise that shortages originating within the school may be overcome by good school management practices, but first it is necessary to identify the cause of the shortages and then make the required changes in the school's internal routines to try to improve the situation.

More effective resource maintenance

Activity 3.6

Identify five ways in which you and your staff and pupils could manage the resources in your school more effectively.

20 minutes

Comments

There are many suggestions you could have made. Did you include any of the following?

- better planning to identify resource needs and how they may be satisfied
- better pre-service, in-service and on-the-job training for those who use resources
- more effective use of storage facilities
- more accurate and punctual maintenance of all resource records
- closer supervision and more accountability of both staff and pupils.

There are many benefits your school will derive from a more effective management of resources.

By managing the school's resources more effectively the head will achieve easier access to available resources, a higher level of achievement of the curriculum objectives and a full and proper utilisation of all resources. In addition it is likely that the teachers will become more creative and positive and their lessons will become more varied, focused and interesting, resulting in more use of learner-centred methods.

Production of resources

A fundamental characteristic of a good learning environment is one where creativity and innovation are fostered and promoted. Do your teachers experiment with new ideas with regard to locating, developing and using new resources?

One school overcame the non-availability of gas for laboratory use by constructing spirit heaters out of empty bottles and thick string.

Activity 3.7

Can you identify two ways in which you and your staff have recently demonstrated a capacity for self-help and experimentation in resourcing your school and its curriculum?

20 minutes

Summary

In every school there should always be an emphasis on improving the conditions for pupil-learning which will in turn depend on teacher self-development, motivation and commitment. Good, available resources will lead to greater satisfaction amongst both pupils and staff. In order to accomplish this the school head must plan, anticipate, consult, supervise and act in a timely manner to ensure all the resources which are required are identified, developed and fully used in a responsible manner.

UNIT

Selecting and Managing Textbooks

4

Introduction

In the context of this unit 'textbooks' are school books intended for pupil use only.

Pupil textbooks are an integral part of the curriculum containing knowledge, explanation and exercises essential to the understanding of each subject. In this unit we consider different aspects of the management of textbooks, including their selection, distribution and care.

Individual study time: 4 hours

Learning outcomes

By the end of this unit you should be able to:

- know how to select appropriate textbooks for pupils within the constraints of finance and governing policies
- know how to ensure that the school is properly stocked with appropriate textbooks
- create a fair system for the distribution of textbooks to all pupils
- establish procedures for the proper care of books.

Principles and constraints of textbook management

Activity 4.1

(1) Identify as many principles as you can with regard to the management of textbooks, including their selection, distribution and care.

(2) List the main constraints you face in ensuring that each pupil in your school is provided with sufficient textbooks of an appropriate quality.

20 minutes

Comments

Some of the basic principles which should guide you in the management of textbooks in your school are likely to include the following:

1. The topics should be relevant to the curriculum.
2. Changes of standard textbooks should be restricted and spaced across a number of years.

3 A textbook should be either robust and have a long life expectancy, or be very cheap and be expected to last only the length of a course.
4 The choice, type and quantity of textbooks required is determined by the school's annual budget, pupil needs and curriculum requirements.
5 The value of textbooks must be appreciated by all who handle them.

Constraints

Almost every school faces problems in ensuring the supply of sufficient textbooks of the right quality to all pupils. Some of the reasons why this is so include the following:

1 There are not enough funds to buy the textbooks needed. There is no guarantee that adequate funds will be provided in future years.
2 The chosen textbook is not available at the time and in the numbers required. Replacement copies cannot be easily found or purchased.
3 Within the school there might be insufficient expertise and knowledge to make a meaningful choice of textbook.
4 In some schools there is a lack of secure, weatherproof storage facilities.

Qualities of a textbook

Activity 4.2

A textbook usually consists of text, index, diagrams, illustrations and exercises.

(1) How important is each of these to pupils in, say, a Primary 1 class in Mathematics, or a Secondary 4 class in Literature?
(2) Explain what qualities we need to look for in textbooks in different subjects at different levels.

15 minutes

Comments

Although the nature and level of content in a textbook is important, so is the design, and this must be matched to the level of the pupils, the subject and the teaching/learning style which is being encouraged.

Criteria for selection

Activity 4.3

Make a list of ten key criteria which you think should be used in the selection of textbooks. When you have made your list try to arrange the items in rank order of importance.

15 minutes

Comments

Some of the factors which you have probably included in your selection included may be:

- suitability of the material for the age of pupil
- language level within the pupil's grasp
- good, clear, interesting expression
- cost within the school's budget
- durability
- content at the correct ability level and relevant to the course of study
- diagrams and illustrations appropriate to the pupil's experience
- good, usable index
- plentiful exercises: graded and relevant
- material is related to the cultural contexts of all the pupils and is free of bias.

Government policies with regard to the purchase of textbooks vary considerably. For example, subject inspectors, after consultation with subject panels, may compile a list of the required textbooks which each secondary school must order. Funds are made available for this purpose but the school can decide the number of textbooks and the supplier. In some countries publishers are under contract to produce specific textbooks which are then supplied direct to schools without consultation, whilst in others, all decisions about the selection of textbooks are left to school heads and teachers. In countries where parents have to buy the books the school can only recommend which titles should be purchased.

Textbooks may classified in two types : Pupil books and Class sets.

Pupil textbooks: These are issued to each individual pupil who becomes responsible and accountable for them.

Class sets: These are issued to individual teachers to be given out when the teacher requires them for a specific lesson or part of a lesson, and are then collected in at the end of the lesson. The teacher is therefore responsible for the proper care of these books.

In some countries where the government pays for the textbooks the main reason for deciding whether a textbook should be ordered as a pupil book or as a class set is likely to be differences in cost.

Cost

Activity 4.4

(1) Explain why it may be less expensive for a school to buy class sets than textbooks for individual pupils.

(2) Class sets have to be accessible to each pupil when required. Where should they be stored to enable this to be possible?

(3) How many books should there be in a class set? Check your answer because it may not be the same number as the number of pupils in the class.

(4) Under what circumstances might you have fewer books in a set than number of pupils in the class, and under what circumstances more?

20 minutes

Comments

Using class sets can be cheaper because one set of books can be used several times with different classes. Thus the ratio of pupils to books may be 3:1, instead of 1:1. If the system of class sets of textbooks is used, then the teachers must be trained as to how to operate it effectively as much time and effort may be wasted. The sets must be stored in the classrooms where they are needed. If one book is shared between two pupils then only half sets need be purchased, but if there are several classes and clashes in the timetable then more than one set may be required.

The question of cost may be critical, but it is also important to think about cost-effectiveness. If textbooks are only available in class, then how do pupils have time to read them at leisure in order to really get to know a book, or have access to them when they have homework to do. Class sets may reduce immediate costs, but we also need to know what effect this option may have on levels of pupil attainment.

Class sets are particularly useful in the provision of supplementary readers in language work, but also in other subjects.

Durability

Activity 4.5

(1) Do you know exactly how long textbooks used in your school last for?
(2) Identify the main factors which determine the life of a textbook.

20 minutes

Comments

The life of a textbook varies a lot. One of the key factors is who is looking after the book. A well bound book belonging to a serious pupil is likely to last much longer than a poorly bound book of a careless pupil who feels no responsibility for it, nor is held accountable by the school or by his parents. Other factors are changes which are made in the curriculum or the arrival of a new teacher with his or her own preferences. When resources are scarce then clear policies are required within each school which are then implemented effectively.

Local production of textbooks

Activity 4.6

(1) What proportion of the textbooks used in your school are locally written and produced?
(2) What is your school policy with regard to who a book is written by and where it is produced?
(3) What are the advantages and disadvantages of locally produced textbooks?

20 minutes

Comments

Locally produced textbooks should be purchased wherever possible. Local authors are most likely to know both the curriculum and the needs of the children, and local publishers may design and print books in the way which is most appropriate for the market.

Activity 4.7

A teacher has reported to the deputy head that a pupil has not handed in a homework assignment. This is her third offence. On investigating the case the deputy head finds that almost half the class are without textbooks. He then reports this situation to the head.

(1) Who may be responsible for this situation and why? Is it the pupil, the teacher, the head, the parents, the Ministry of Education, nobody or everyone?
(2) What steps could you take to alleviate the situation? *20 minutes*

Comments

It may not be appropriate to spend much time blaming people. If we look at the situation more positively as a challenge rather than a problem, then we may see that each of these people may have a contribution to make to alleviate the situation. The lesson of this case should be that the quality of learning by pupils and their levels of achievement is closely related to the quality, availability and use of textbooks, and thus the quality of textbook management by the school head.

Activity 4.8

The annual order of textbooks has just been delivered at your school. You arrange the issue of textbooks to the various subject department heads, who in turn issue them to class teachers who issue them to the pupils.

Check what you and your staff do in each of the following areas.

(1) How are the books identified, so that one copy can be distinguished from another?
(2) There is another school in the locality. How is it possible to identify to which school the books belong?
(3) What steps are taken when a pupil wantonly damages a book? Are the nature and level of action related to the degree of damage?
(4) What happens when a pupil loses a book?
(5) Whose responsibility is it to check, and how often, on books issued to pupils and teachers?
(6) Whose responsibility is it to:
  - report lost books to the head?
  - charge for lost books?
  - store surplus textbooks?
(7) What happens to textbooks which are truly surplus, redundant and no longer of value to the school?
(8) Design a book issue form for the pupil. Remember to leave space for the pupil's signature. *30 minutes*

The care of textbooks

Case study

The life of any book will be extended if it is properly looked after. Consider this case:

> A carton of new books had arrived at the school for the library. The teacher in charge of the library was determined that pupils should be introduced to these books and learn to respect them and treat them properly. She asked permission of the head and then visited each class to give a talk on the books and their contents. In one class she selected a book, and opened it in front of the class, only to find that because the binding was stiff the book would not remain open. She took the book and bent it backwards, there was a loud 'crack' – the spine of the book had broken...

What should the teacher do next?
(1) Report the matter immediately to the head?
(2) Pretend nothing has happened and carry on?
(3) Say she has broken the book deliberately to show the pupils how easy it is to maltreat books?
(4) Explain to the pupils what has happened and why; that this thoughtless action will cost her money because the book must be replaced otherwise the pupils will be deprived?

Comments

Clearly the teacher has to set an example and so the last option is the best. Always remember care reduces costs.

Activity 4.9

(1) List ways of caring for books:
  - when in storage;
  - when being transported;
  - when in use.

(2) Should pupils be allowed to write in books, mark pages or underline words?

20 minutes

Summary

The availability, quality and effective use of textbooks is one of the most important factors affecting the quality of a school. Textbooks support the curriculum by reinforcing and extending the work of the teacher. Thus good textbooks can lead to better teaching. Constraining factors which may limit textbook choice and reduce the frequency of textbook change are cost, and the calibre of the teachers in schools. It must be realised how important it is to have a system of textbook management within your school in order to maximise the use of this expensive resource and achieve higher levels of pupil attainment.

Libraries, Media and Low Cost Teaching Aids

5

Introduction

It is not by accident that the topics in this unit are grouped together; the title could well be 'Support for Classroom Teaching', for libraries, media and low cost teaching aids are all ways of enhancing the learning environment in school. In this unit you will consider why each should be given priority if you wish to improve the quality of learning by the pupils in your school.

Individual study time: 4 hours

Learning outcomes

By the end of this unit you should be able to:

- be more aware of the ways in which a school library, the media and low cost teaching aids can enhance the learning of pupils
- promote the use of school library facilities and develop good reading habits amongst the pupils
- encourage teachers to produce low cost teaching aids, and see that they have the means to do so
- develop the skills in teachers of identifying, and taking advantage of, usable teaching resources in and from the local environment
- explore ways of expanding and improving library resources
- appreciate the need to involve the community in school library activities.

Importance of library, media and low cost teaching aids and constraints

Activity 5.1

(1) Explain why a school library, media and low cost teaching aids are important for enhancing the quality of teaching and learning in schools.

(2) Identify some of the constraints you face in providing them in your school.

20 minutes

Comments

The library

In the narrowest sense a school library offers children an additional choice of reading material with a variety of reading levels and topics; in the broader context, through instructed and controlled use of the library, they are encouraged to develop lifelong reading habits and skills which will support their own self-development.

A library is mainly a collection of books but can also include non-book materials such as video and audio cassettes, magazines, display and resource material.

A school library does not have to be a purpose built building; it can consist of an adapted classroom or series of boxes containing books kept by different classroom teachers. The main purpose is that pupils have access to books and related materials which will encourage individual reading, advance knowledge and stimulate the imagination.

Media

This is a popular term for mass communication involving the press, radio and television. This unit does not deal with the structured and planned use of the media for education in the sense of school radio broadcasts, television programmes or professional journals, but rather covers the use of the media as a resource for school based or individual initiatives.

Low cost teaching aids

Low cost teaching aids are attractive if there is little or no cost and they aid the teacher. Later in this unit we will consider such questions as: What are they? Are they a substitute for higher cost, professionally made and commercially sold teaching aids? Can a home-made teaching aid be superior to the commercial article, and if so, in what ways? We need to remember that a teaching aid is the use of any object, manufactured, home-made or natural, which is used to promote good teaching.

Some of the reasons why these resources should be given priority include the following:

1 A head and the teachers should be creative and should not become over dependent on outside resources.
2 Through the use of resources, lifelong pupil attitudes, skills and responsibilities in terms of creativity, innovation and self-reliance can be developed.
3 Teaching/learning can become more positive, interesting, varied, and therefore more effective, through the frequent and selective use of resources.
4 Cost is always a factor in education, but it does not always have to be the factor which determines the quality of teaching.

Constraints

Some of the constraints which hinder the provision and uses of resources include the following:

1 Financial provision is usually too low to buy sufficient library books initially, or on a regular basis.
2 Teachers may lack training, creativity and work capacity and may

therefore be unable to explore, experiment with, develop and use low cost teaching aids.

3 The media, in a usable form, sometimes does not reach the locality of the school.

4 There may be limitations in the provision of space and storage facilities.

Libraries

The school library has a significant role to play in the education of the pupil as a result of the emergence of multi-media education and resource based learning. Pupil-centred education takes into account an individual's interests and abilities and facilitates much greater participation, allowing the pupil to progress at his or her own pace. The library should be a centre for active learning not simply a repository of books and resource materials. It may also be seen as a centre for the production and storage of materials including low cost teaching aids.

The following three statements are non-controversial and may be accepted by everyone:

1 A school library is for pupil use, during and after the school day, to encourage an enjoyment of reading and to supplement specific subject areas being taught in the curriculum.
2 Pupils have to be trained in the use of the library.
3 Pupils have to be trained in the care and use of books and other reading materials.

Activity 5.2

The checklist in Fig 8 gives twelve areas which test the extent to which you put into practice your belief in the above statements.

30 minutes

Fig 8 Checklist

1 Which of these describes how you timetable library use during the day?

- a voluntary arrangement with teachers making bookings according to their needs ☐
- on the main timetable as a permanent feature ☐
- allocating subject departments certain specific times ☐
- other arrangements ☐

2 If you agree that the school library should be open for pupils after school, who amongst the following should administer the library after school?

- the teacher responsible for the library ☐
- library prefects working under supervision ☐
- a member of the school administrative staff ☐
- someone else ☐

3 Do you limit access and the times of access to pupils? If so, what criteria do you use? For example, do you limit access to the library to one class or one year group at a time? ____________

4 Books are expensive and security can be a major concern. What do you do about:

- protecting your stock? ____________
- allowing pupils to carry textbooks into the library? ____________
- making your borrowing system secure – what system of borrowing do you use? ____________

5 If a pupil loses a book, what action do you take? ____________

6 If a pupil damages a book, what action do you take? ____________

7 The library supports the curriculum. Remember if a teacher knows what reading material is in the school library and is involved in ordering new books, then the project method of teaching with groups of pupils preparing material to present on a certain topic encourages library usage. However, there must be material available in the library and the pupils must have access to it at the time when they need it.

How do you decide on what books to order? Do you:

- allow the librarian to decide on her own? ☐
- form a committee of subject heads to decide? ☐
- divide the available funds using a set formula? ☐
- target different subjects each year? ☐
- follow some other scheme? ☐

8 Do you subscribe to the national press and international news media? Does it meet your target? ____________

9 To have a viable library you need direct teacher involvement. How do you involve teachers? What training do you provide them with? ____________

10 Each library should have a reference section but often reference books are the most expensive. What sort of reference books should a school library have? What is the ratio of seating spaces to the total number of pupils in the study area within the library? ____________

11 The appearance of the library should help to create an environment conducive to work, including display boards, furniture arrangements and sign boards. How well would you rate the quality of the library environment in your school? ____________

12 In the rural areas the school may become the centre of the cultural life of the village. In this situation how can a school library also be a community library? For example, what adjustments will have to be made to library routines, procedures, the book stock and book distribution system? ____________

Taking into account the twelve areas covered above, do you have up-to-date rules for library usage and guidelines for its management?

Comments

Your answers to these twelve sets of questions will demonstrate the extent to which you have been able to develop a positive management strategy towards the provision, organisation and operation of your school library. Sometimes libraries appear rather isolated from the mainstream of learning in classrooms, and neglected by the school head as an area over which he or she has active authority. Your answers should provide you with ideas about what could be done to improve the library provision in your school.

The library in the classroom

Many primary schools have no library room; instead each teacher builds his or her own library in boxes in the classroom. Ideally such boxes should contain 40 to 60 books carefully selected for language and content, and with 40 pupils it is necessary for the teacher to keep a careful record of books issued and books read.

Activity 5.3

(1) Design a book issue/return record sheet which could be used with a class library.

(2) Suggest three ways in which it would be possible for a teacher to check whether a pupil has read a book or not.

(3) A problem with book boxes is that pupils have access to only a small number of books which limits the choice of abler pupils. How would you suggest this problem could be overcome?

20 minutes

Comments

A simple form should be kept with each book with the library box, so that the name of each pupil may be recorded. It is important to check all the time how much and how well the pupils are reading. This can be done by spending time with them as they read, by asking them questions about a book when they have finished it and by asking them to write something about the contents (about the story if the book is a novel). The books should be graded using a simple colour code, perhaps with three colours to indicate levels of language and content, and this will enable both the more able and less able pupils to choose books they can manage.

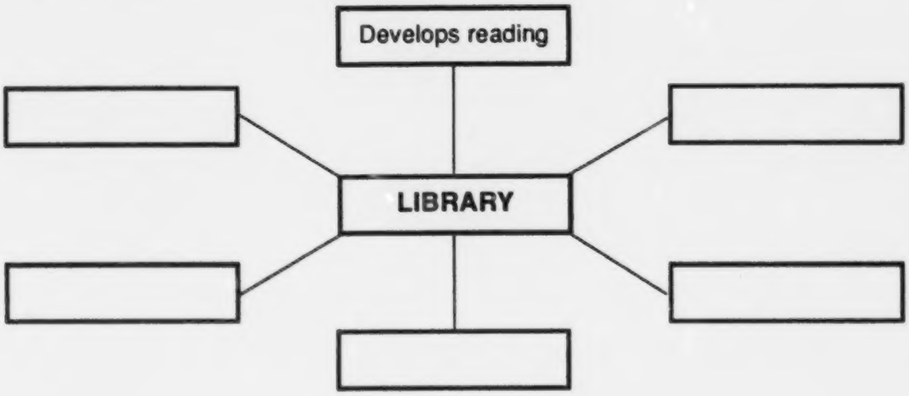
Benefits for pupils

Activity 5.4

Fill in the blank boxes in Fig 9 with appropriate benefits for pupils using the school library.

10 minutes

Fig 9 Benefits of school libraries



Comments

Which did you include:

- research skills
- appreciation of the value of books
- writing skills
- improved spelling
- increased knowledge?

Expanding a school's library service

Most school libraries have a limited stock. Heads of schools continually face the problem of renewal, updating and replacement with very little money provided for this purpose, and they will need to seek other ways of expanding their library service.

Here is a list of suggestions:

1. Contact nearby schools to set up a book exchange service.
2. Ask for assistance from the National Library Service.
3. Assign the task to the PTA.
4. Seek help from the Old Students' Association.
5. Seek donor assistance (see Unit 8 'Finding Financial Resources').

Activity 5.5

Give the advantages and disadvantages of each of the above suggestions. Is a bad book better than no book?

20 minutes

Comments

Supporting the school library as an active centre of learning is something which may well interest individuals and groups outside the school. Launching an appeal for funds by the school will bring to their attention an area where they can help. They should be encouraged to supply funds, rather than books, since it is very unlikely they will know your needs. Bad books are no better than no books. If every school looked to donor agencies or national bodies for help they would be overwhelmed, however, there is no harm in asking. On the other hand your most reliable source of funds is likely to be from those who are closer to your school.

Community involvement

Activity 5.6

Parent A is forever encouraging his child to read and improve her academic performance at school but is never seen to be reading anything himself.

Parent B visits the school library on occasions to browse through magazines and newspapers and periodically checks out a book to read at home.

(1) Of the two parents which is the better model for their child and why?
(2) How can parents provide a good model for their children to follow?
(3) How can you and your staff help parents to help their children?

20 minutes

Comments

It has been noted that successful pupils more often come from homes where there are books to read and where the parents demonstrate their own interest in the written word. The more adults, including parents, teachers and school heads, can provide role models the more children will be encouraged to read.

Characteristics of a good library

Activity 5.7

The quality of a school can be quite easily measured in a number of different ways. One such Performance Indicator is the rate at which the pupils borrow books. Identify five other key indicators.

20 minutes

Comments

The borrowing rate per pupil is perhaps the best indicator of the quality of a school library, but there are many others. The expenditure per pupil per year gives a clear guide as to how well the library is being maintained and developed. The number of books per pupil is another good indicator, though if old and out-of-date books are not weeded out then the rate may be inflated. The rate of accession of new books and of weeding out old stock will provide an indication of the way the collection is being maintained. Old stock should be given away, not destroyed. Security is often a problem in schools and so the loss rate provides a quality indicator, though this can only be done if a full stock-taking exercise is regularly carried out. Two other indicators are the length of time the library is open each week and the seating capacity to allow individual study in the library.

Media and low cost teaching aids

Through newspapers, magazines and journals pupils are kept fully informed on national and international current events. The library should stock a selection of daily, weekly and monthly publications.

Activity 5.8

(1) What criteria do you use for the selection of newspapers, magazines and journals?
(2) How do you ensure that a cross-section of political viewpoints is represented?
(3) How do you teach your pupils to differentiate between fact and opinion?
(4) Can you demonstrate how well you are able to obtain free materials which are available from national and international agencies, and from the private sector?
(5) How do you use these materials once they are no longer needed in the library?

20 minutes

Comments

In most countries there is quite a wide range of newspapers, magazines and journals freely available or to purchase. It is important to ensure a careful selection, and factors such as cost, regular availability and appropriateness of the contents to the learning needs of your pupils, need to be considered. Materials of these types are often promoting particular political viewpoints, and so it is important to ensure that a cross-section of views are represented, and that you provide opportunities, for example, in Social Studies, language teaching or History, to teach pupils how to separate out fact from opinion and to select what they read. Library materials should be actively and positively used by both pupils and teachers. In using material of this nature in the classroom pupils are made aware of the value of such sources in forming or influencing opinion and conveying up-to-date information and adding to knowledge acquired through textbooks.

Some embassies, agencies (such as Unesco, UNDP), banks and commercial organisations distribute newsletters and information sheets a. no cost; posters and calendars can be obtained from publishers, school suppliers and other companies. Schools should take advantage of these offers – if only to use the illustrations, update data and for display purposes.

Certain broadcasts can be of value, for example, speeches on historic occasions, budget speeches, radio plays and debates on environmental matters. By taping such broadcasts, editing them for classroom usage, and inserting them at the appropriate point in the curriculum, a valuable resource can be built up for the school. The art teacher can use magazine pictures for collages and newspaper for papier mâché work. The teacher of English can use 'headlines', serious articles and crossword puzzles.

Production of teaching aids

Low cost teaching aids are attractive to all heads who run their schools on a small budget. Obviously cost is no longer a factor and the teachers are using teaching aids other than the chalkboard. Very often in fact there is no cost at all in that many teaching aids can be made from scrap items such as empty matchboxes, cardboard cylinder interiors of toilet rolls, rubber bands, pieces of wire and the reverse sides of discarded posters.

Activity 5.9

Suggest what low cost or no cost teaching aids your teachers should be using in their classrooms, whether at primary or secondary level, in the following subjects:

- Art and Craft;
- Design and Technology;
- Geography;
- Science;
- Mathematics.

10 minutes

Comments

In the widest possible sense the entire local environment can be regarded as the principal source area for such teaching aids, not just in the search for usable materials, but in locating and identifying local seasonal phenomena which may reinforce concepts taught in the classroom. For instance, after a heavy rainstorm ground with no vegetation cover shows many examples of drainage features to be found in river systems, as well as erosion mechanisms and patterns. A Geography/Social Studies teacher can take advantage of this phenomenon by taking groups of pupils to observe, record and reason.

Activity 5.10

Give further instances of how the local environment of a school can be used positively in:

(1) A rural setting (for example, collecting seeds for a lesson).
(2) An urban setting (for example, collecting cans for re-cycling).

10 minutes

Comments

The extent to which low cost or no cost teaching aids are used in a school is indicative of the commitment and quality of the teachers. You may readily identify creative teachers, who are prepared to take extra trouble for the sake of their pupils. Obviously teachers of this calibre are valuable in any school.

Summary

In the school context the word 'library' can have a number of meanings, all of which should be applied to enrich the teaching and learning in the school. The school head should involve the local community in library development and usage as well as encouraging teachers to take advantage of the local environment as a source of low cost teaching aids.

UNIT 6

Examinations, Testing and Record-Keeping

Introduction

Pupils would not benefit much from a system of education unless there was some form of evaluation aimed at determining pupil performance levels at different stages in their school career. If such assessment did not take place one of the purposes for which schools exist would be defeated. In this unit we review various aspects of the evaluation of pupil performance levels through examinations, testing and record-keeping.

Although examinations, testing and record-keeping are three distinct activities, they are mutually interdependent. Without the presence of each the whole process would be invalidated.

Examinations and testing provide one objective measurement of pupil attainment. Qualities other than academic performance must also be developed in each pupil and assessed.

Without a well maintained system of record-keeping for pupil examination and test performance there would be nothing to build on; examinations/testing would take place in a vacuum and efforts to provide for effective teaching and learning would be frustrated. Records provide a long term profile of achievement for each pupil.

Individual study time: 3 hours

Learning outcomes

By the end of this unit you should be able:

- differentiate between the purposes of examinations and tests
- identify other ways of assessing the all-round capabilities of pupils
- understand the conditions necessary to maintain validity and reliability in examination and test scores at the school level
- devise ways of keeping records of the levels of attainment of each pupil
- present and interpret pupil records for the benefit of pupils, parents and employers.

Principles and constraints of assessment procedures

Activity 6.1

(1) You have decided to explain to parents at the next meeting of the PTA the main principles upon which exams, tests and records are based. Identify these.

(2) At the same time you want to explain to them some of the constraints under which you, your staff and your pupils operate to provide a completely fair and comprehensive system of assessment.

30 minutes

Comments

Some of the principles you may have identified might be as follows:

1. Any form of assessment must be pupil-centred and discriminative.
2. Examinations should be syllabus guided.
3. Pupil records should be up-to-date and as comprehensive as possible.
4. All efforts must be made to create satisfactory conditions for examinations. An invigilators' manual with guidelines for standard procedures should be available.
5. All internal tests and examinations should contain a diagnostic component to reveal the learning needs of the pupils.
6. Tests, where possible, should be standardised and given under similar conditions of invigilation, time and venue, to all the pupils concerned.

Constraints

Some of the constraints you may have identified might be:

1. It is very difficult, if not impossible, to reproduce similar conditions for school examinations and tests across a year group in terms, for example, of time, nature of invigilation, distractions and noise level, unless the whole group sits the examination at the same time in the same room.
2. Pupil environmental differences, for example, deprivation in early childhood, home conditions, family size, income level, and variables in previous experience and practice, affect school performance.
3. The atmosphere of an examination room affects pupils differently, for example, into conditions of overstimulation or fear. For many pupils examinations are written under duress.
4. There may be a lack of adequate and secure storage space for pupil assessment records.
5. Teacher skills and knowledge in examination and test setting and marking, and in record-keeping may be inadequate.

Examinations and tests

Differences

Activity 6.2

(1) This activity should help you to differentiate between examinations and tests. Which of the factors listed in Fig 10 would apply to examinations, to tests or to both?

(2) In your own words provide an explanation which differentiates between examinations and tests.

20 minutes

Fig 10 Differences between examinations and tests

	EXAMINATIONS	TESTS	BOTH
1 Set by an individual teacher for:			
– his/her own pupils			
– other pupils			
2 Taken by the whole year group at the same time			
3 Set as a departmental exercise			
4 Subject to formal supervision			
5 Moderated by external personnel			
6 Assesses performance over the whole syllabus			
7 Pupil results are often on a synthesis of practical work projects and written work			
8 Correct answers are provided immediately by the teacher on completion			
9 Used to reinforce acquired skills			
10 Provides immediate feedback to pupils			
11 Facilitates progression from one stage of learning to the next			

Add further factors that occur to you.

Comments

Tests provide a means for pupils and teachers to take a regular measure of the extent to which understanding and skills are being achieved and a means of diagnosing problems both in the learning and teaching which may then be given additional attention. Exams provide a much more formal and public means of measuring the level of achievement of each pupil in respect of the objectives of a course of study available to everyone within a system. By providing a common 'currency' the abilities and qualities of each pupil may be described. We need to distinguish between internal, school examinations and external, public examinations.

Reasons for internal school examinations

Activity 6.3

Identify at least six reasons for holding internal school examinations.

20 minutes

Comments

Check whether your responses included the following reasons for holding examinations:

- to check the learning progress of each pupil in order to report to parents, teachers and the school managers
- to describe the performance of pupils preparing for certification, through public examinations
- to diagnose any learning difficulties so that appropriate remedial actions can be taken by the teachers
- to provide feedback for pupils about their performance and thereby motivate them to improve
- to identify pupils with the abilities and interests for specialised subjects or courses
- where appropriate, to have informed instructional decision-making and planning by the teachers, for example, on where to begin teaching a topic for a teacher new to a class
- to assess the mastery of a topic, unit or course by a class of pupils
- to provide data for the pupil record of attainment.

The validity of a test or examination

Activity 6.4

Identify ways in which the effectiveness or reliability of examinations across classes in the school may be compromised.

10 minutes

Comments

Did you identify any factors other than:

- having different lengths of time for the same paper given to different classes
- giving different test-taking instructions
- having different tests on the same topic in the same subject?

Administration of external examinations

Activity 6.5

The administration of external examinations always has to be undertaken efficiently.

In what chronological order would you implement each of the activities in Fig 11?

10 minutes

Fig 11 Administration of external examinations

- Ensure invigilators thoroughly instruct pupils on the correct way of recording answers on the answer sheets. ☐
- Return corrected school entry lists in accordance with the time scale laid down by the examination authorities. ☐
- Send off all answer scripts to the Examination Board. ☐
- Return pupils' entry forms to the Examination Board promptly. ☐
- Check that the school adheres to the prescribed examination administration procedures. ☐
- Appoint a Chief invigilator from your staff. ☐
- Make sure that school invigilators are fully aware of external regulations and comply with them. ☐
- Follow exactly the security arrangements as laid down by the examination authority. ☐

Comments

In this case we have not included an answer. You may check your answer against the guidelines for examiners you should already have in your school. If you don't have any guidelines, then your answer could provide a basis for a discussion with your senior staff as to what actions need to be included and in what order.

Influence of external examinations on teaching

Activity 6.6

Identify some of the ways in which examinations can affect both adversely and positively the nature and quality of teaching in your school.

20 minutes

Comments

There is no doubt that external examinations have a direct and considerable influence on curricula and teaching methods because of the importance of such examinations to the careers and lives of the school's pupils, and the competition for places at higher levels.

For example, in many countries there are three such examinations, namely:

Primary School Leaving Certificate: necessary for entry into junior schools.

Junior Certificate of Education: a sufficiently high pass is needed to enter senior secondary school.

School Certificate: the quality of results determines successful entrance to tertiary education.

In other countries specific examination systems may be different but the principles remain the same.

Schools cannot risk failure, therefore teaching tends to rehearse pupils for these examinations with strict concentration on syllabi and set books, with teaching methods based on formal expositions, dictated notes, memorisation, rote learning and reproduction. Examination pressure intensifies the tendency to concentrate on the interests of the abler pupils and forget the rest.

On the other hand, examinations do help to concentrate the minds of both pupils and teachers towards meeting the curricula objectives.

Pupil assessment records

Keeping up-to-date records of all pupil test and examination scores is important but other related records are equally valuable. The overall objective of the school is to have as complete a record of the growth and progress of each pupil as an individual as possible. For this purpose continuous assessment records, non-academic appointments, termly class reports, special incident accounts and the normal data found in the pupil's file all contribute significantly.

The most compact way to present such information, facilitating access and updating, is usually as a form or chart.

Consider the form shown in Fig 12. It is used in Botswana to present pre-reading, writing and number activities in Setswana for reception class pupils in their first 4–5 weeks in school.

Fig 12 Criteria of assessment

A Can see similarities and differences in size
B Can pick one name from others
C Can see and remember
D Can pick a different item given five
E Can sort for kind
F Can sort number dots and remember symbols
G Can sort pictures
H Can sort pictures and words

NAME	SIGHT				SORTING			
	A	B	C	D	E	F	G	H
1 Moeng Kwena								
2 Kehano Kgaka								
3 More Bonang								
4 Mphang Weni								
5 Nabo Nae								

This chart is capable of producing diagnostic information. A tick means success, a blank means no success.

Activity 6.7

(1) Can you suggest ways in which you could improve the chart?
(2) Design a form or charts for one of the following:
- assessment marks for each pupil for the duration of a course;
- a termly report for parents showing test marks, non-academic achievements, general behaviour, and other areas you think appropriate;
- marks, averages or medians for each pupil in a class as required by local regulations;
- character and behaviour assessment for each pupil to be updated at regular intervals during his/her school career;
- record special incidents of good/bad behaviour or non-academic achievement;
- to present a testimonial/reference/school leaving certificate which will be derived from the above records.

20 minutes

Filing pupil records

Activity 6.8

(1) Do you have a filing system in your school which gives immediate access to each pupil's record?
(2) Who is assigned responsibility for maintaining the records?
(3) Who enters information?
(4) Where are pupil records kept?
(5) Who has access?
(6) How is that access accomplished?

15 minutes

Comments

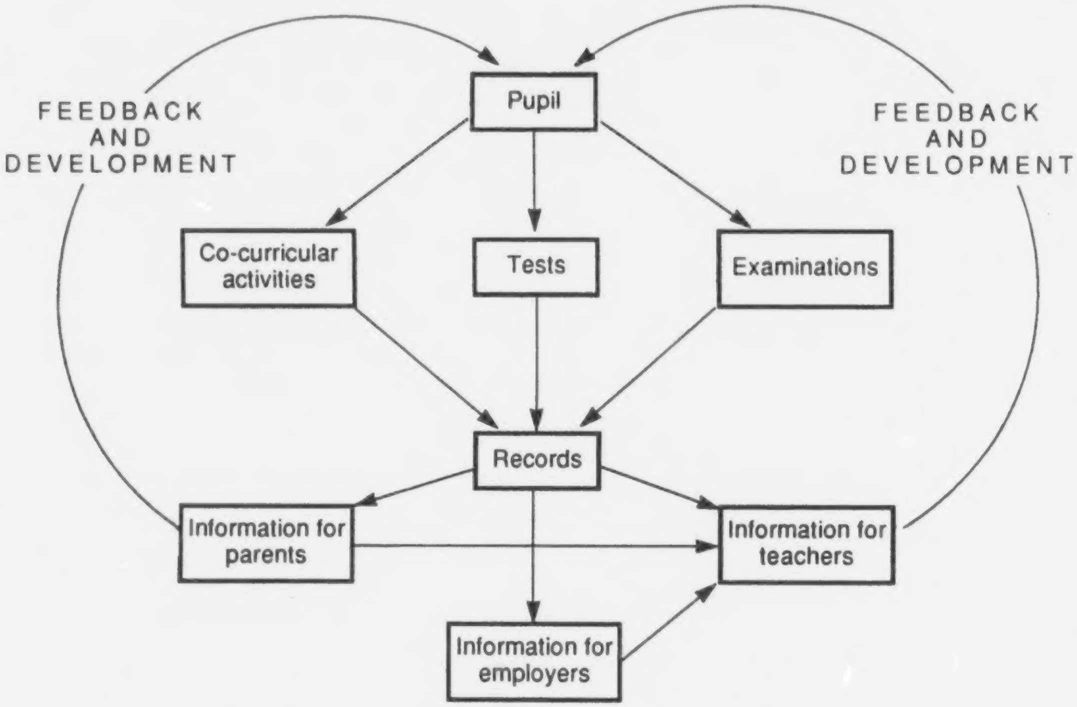
It is very important to have a clear, well managed system of keeping pupil records. First, you need to check that you have the right type of record books and documents on which to record information about each pupil. You may need to design and produce suitable material. Second, you need to assign duties to each member of staff so that they know very clearly what information is required, by whom and when. Third, you need to have secure places for keeping the records which should be confidential. Last, as school head you will need to manage the system, ensuring everyone is doing the work well and reviewing procedures to find ways for improvement.

Summary

Although examinations and tests serve different purposes, both are important professionally within the school and should therefore be organised and managed responsibly. The school head must appreciate the need for good arrangements and tight security in local and external examinations. She or he must, however, be aware that such examinations form only part of the assessment of the innate abilities of her/his pupils, and must recognise the need for a comprehensive system of record-keeping which will benefit pupil, teacher and parents in giving a full profile of each child.

Fig 13 summarises the functions of examinations, tests and records.

Fig 13 Functions of examinations, tests and records.


FEEDBACK AND DEVELOPMENT
Pupil
FEEDBACK AND DEVELOPMENT
Co-curricular activities
Tests
Examinations
Records
Information for parents
Information for teachers
Information for employers

UNIT

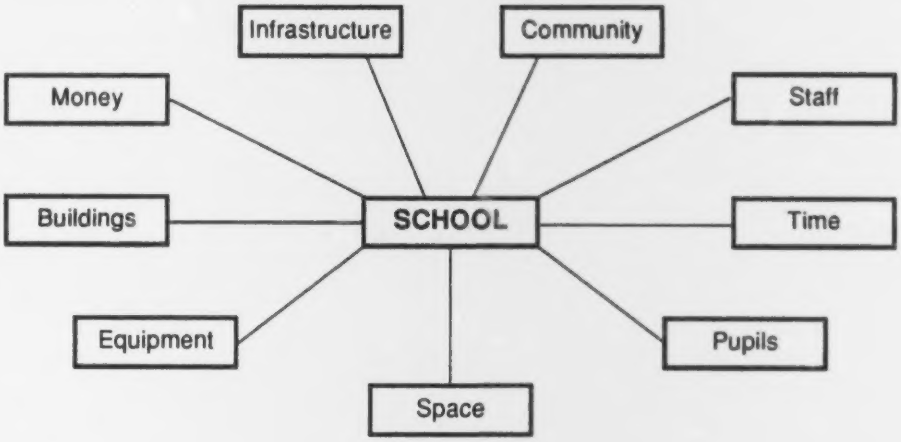
Resource Maintenance

7

Introduction

A head is charged with the proper utilisation and care of all resources in his or her school. Some of these resources are intangible, for example, time, manpower and space; others require accurate recording and accounting, for example, finance; and a third category needs physical maintenance, for example, school buildings.

Fig 14 School resources



The concern, in this unit, is with learning about the maintenance of tangible resources.

Individual study time: 3 hours

Learning outcomes

By the end of this unit you should be able to:

- distinguish between different categories of resources
- explain the importance of maintaining resources
- describe the procedures to keep resources in your school properly maintained
- identify the procedures for obtaining general and replacement items of supply
- train and supervise inventory holders to care for items in their charge
- keep stock and other relevant school records.

Principles and constraints of resource maintenance

Activity 7.1

(1) Describe the main principles which a school head needs to know about with regard to operating an effective system of resource maintenance in the school.

(2) What are the main constraints you face as a school head in trying to operate an effective resource maintenance system?

20 minutes

Comments

Each school head needs to understand the importance of the following basic principles with regard to the maintenance of resources in a school:

1 All school buildings, equipment and property must be well maintained.
2 A school head must be conversant with government supplies and maintenance regulations.
3 All school purchases must be correctly recorded and maintained in good order.
4 All school purchases must be used for the purpose for which they were bought.
5 Goods and materials must be frequently checked and controlled to ensure their effective use.
6 An up-to-date inventory must be kept in every location where there are school resources.

Constraints

School heads are faced with many constraints which affect their ability to manage school resources effectively. These constraints include:

- insufficient funding
- shortage of personnel trained to handle maintenance and supplies
- lack of effective supervision of staff responsible for maintenance and supplies
- lack of storage space
- insecure storage facilities
- delays in the disposal of unserviceable stock items and equipment
- arrival of replacement orders delayed or misdelivered because of transport difficulties or inefficiencies
- lack of consultation between supplier and user
- increase in maintenance demand because of overuse of limited facilities and equipment.

Activity 7.2

As a newly appointed head you arrive at the school which has limited financial resources and find, amongst other deficiencies, many broken windows, blocked toilets, a sports field overgrown with grass and bush and a broken perimeter fence.

Which problem would you tackle first, and which last, and why?

15 minutes

Comments

The first step would be to make a list of the main problems to be tackled, and separate them out into different levels of urgency. You would need to do this in conjunction with your staff, including non-teaching staff and your pupils. Then you would need to identify who is responsible for each problem and what resources are needed, are available and could be easily obtained. The next step would be to organise your resources, of people, materials and finance, to tackle the problems. Lastly, you would need to ensure that a regular system of maintenance is put into place, becoming part of the everyday regime of your school.

Consumable and non-consumable items

A consumable item is usually of low cost and has a short life span which changes its shape or nature in normal usage. Although from a common sense point of view the school head may decide what is consumable and what is not, it is wise to consult local regulations.

No single factor alone is used to determine the category. Three factors have to be considered, namely: cost, life span and change of shape or change of nature. For example, how would you classify an expensive 20 litre container of dishwashing liquid, or a 40 kilogram cylinder of gas?

Activity 7.3

For each of the items in Fig 15 indicate whether they are consumable (c) or non-consumable (n).

10 minutes

Fig 15 Consumable and non-consumable items

chalk
chalkboard
textbooks
school generator
school vehicle
pencil
pupil chair
typewriter
beaker
fuel
dining hall table

Comments

Common sense will usually be enough to distinguish between consumable and non-consumable goods, but there are borderline cases. For example, a pupil's workbook is consumable if it is being used more as an exercise book, than as a textbook.

Government and Government Aided (Private or Mission) Schools

In a Government School the head follows government procedures when ordering equipment and supplies. These items and services are usually obtained from other government departments. The head does not handle actual cash but works through a system of purchase orders and vouchers.

In Government Aided Schools the head receives a subvention in the form of a regular cheque (quarterly or termly) with which to buy items of supply or effect repairs. This money can be used locally or nationally; tender procedures do not necessarily have to be followed.

Activity 7.4

Which of the systems mentioned above:

- is the quicker?
- may produce best value for money?
- exposes the head to greater accountability?
- may lead to better maintenance of school resources?

10 minutes

Comments

The nearer responsibility for the purchase of resources is to the end-users, the greater the chance that more care will be taken in the purchase of appropriate resources, so long as there is an effective system of accountability in place. Resources purchased by the school are more likely to be carefully stored and maintained. If you are the head of a school where resources, including repairs, have to be organised through a system of paperwork, you might like to consider the arguments you and your colleagues could use to persuade the District Education Officer (or whoever the responsible officer might be) to provide a cash vote instead.

Stock-keeping

Stock-keeping, which is critical to the maintenance of resources, is the process of maintaining inventory data on the quantity and condition of supplies and equipment in order to know what is available for issue and distribution, and also to provide a base for making decisions on procuring additional supplies.

Stock must be classified as consumable or non-consumable and then recorded accurately in the appropriate ledger by the receiving officer (Supplies Officer, or Bursar, or Administrative Assistant, or designated teacher) and checked by the school head.

Consumable items, when issued against signature, are used and the use properly monitored.

Non-consumable items are issued and entered by the officer in charge of supplies on the appropriate inventory card. The items and the card are checked at intervals.

Activity 7.5

Design a page in a ledger for consumable items. Include columns for these entries:

- **– date of arrival of goods;**
- **– date of issue;**
- **– balance;**
- **– quantity received;**
- **– quantity issued.**

(Note: Please check your local regulations to ensure you include everything which is required.)

15 minutes

Comments

When you have completed this exercise go and have a look at the store's ledger used in your school. Check whether the headings correspond to what you have suggested.

Ensuring resources are well maintained

Activity 7.6

What would you do in each of the situations listed in Fig 16? Distinguish between what you would do immediately, what you would do in the next few days, and medium term.

20 minutes

Fig 16 Example situations

1 Pupils are inexplicably hungry.
2 There is a dramatic increase in the consumption of fuel in the kitchen.
3 Teachers complain of the lack of chalk.
4 Pupil chairs are moved from one classroom to another continually.
5 Gas cylinders unexpectedly become empty in the science laboratories.
6 Wheelbarrows are left on the agricultural garden.
7 Football kit disappears from the washing line.
8 There is an unexplained broken window in a classroom.
9 Part of the school fence goes missing overnight.
10 A waterpipe bursts, flooding part of the school.

Comments

With most problems or crises there are two solutions; one is the immediate action which is required to bring the problem under control, the other is to find ways of preventing the same thing happening again. Only by developing formal procedures, which must include the regular, frequent inspection of physical plant and stock, can problems be kept to a minimum. Because there is so much to be looked at, much of the work of inspection should be delegated. However, no matter how thorough your procedures may be, critical incidents will still occur!

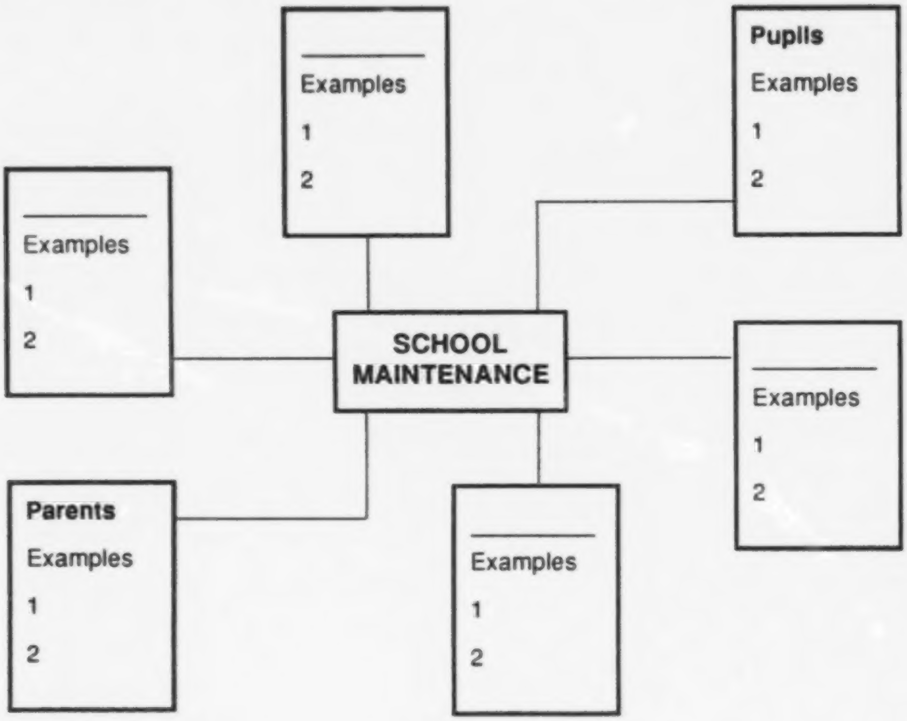
Sources of school maintenance

Activity 7.7

Complete the diagram in Fig 17 by filling the blanks with people and agencies who are responsible for school maintenance. For each one give two examples of what they maintain in your school.

20 minutes

Fig 17 Sources of school maintenance


SCHOOL MAINTENANCE
Examples
1
2
Pupils
Examples
1
2
Examples
1
2
Examples
1
2
Parents
Examples
1
2
Examples
1
2

Comments

You have completed the diagram to show who is responsible for maintenance in your school and examples of what they do. As you completed it you may have thought of areas where your standard of maintenance could be improved, and how you could improve the delegation of responsibility further, as well as your system of supervision and accountability.

Preventative maintenance

Activity 7.8

There is always a need for regular servicing and maintenance to prevent disrepair and breakages. Make a list of the equipment and resources in your school which require preventative maintenance, and describe what you do in each case.

20 minutes

Comments

Which of the following did you include on your list?

- boundary fence
- school vehicle
- borehole
- planer
- computer
- classroom furniture
- First Aid kit
- typewriter
- gas oven
- generator
- cess pits
- access road
- fire extinguisher
- roofs of buildings
- photocopier
- classroom walls and floors

As the development of your school takes place so the range of resources which require preventative maintenance will increase, as will the cost. The purchase of any resource, whether it is a building or a textbook, must take account of its durability and how much it will cost to maintain each year. An estimate of recurrent costs should be included in any proposal for capital expenditure.

Checking stock

Activity 7.9

The frequency with which stock is checked, and interval of time between checks is important.

Complete the form outline in Fig 18 for three different items to show:

- what was checked;
- frequency of checks;
- any abnormalities.

20 minutes

Fig 18 Checking stock

ITEM	TYPE OF CHECK	COMMENT	DESCRIPTION	DATE
1				
2				
3				

Comments

Which of the following did you include on the form:

- a physical check at frequent intervals
- a random check to ensure the balance of stock is correct
- a check to ascertain when items were issued
- a check that items issued were received?

Did you indicate who the inventory holder is? It is important to note that all inventory holders should receive full instruction on their responsibilities.

Summary

Money and effort expended on resource maintenance and management is money well spent. A school head must manage all school resources efficiently in the interests of the school and therefore full, proper and timely maintenance of these resources is imperative. In order to do this, he or she must institute a system of checks, reporting and stocktaking procedures, including the regular supply of replacement parts and servicing.

Finding Financial Resources

8

Introduction

Without financial resources a school cannot survive; indeed unless a certain minimum level of financial provision is reached the effective operation of a school in terms of the quality of education offered is threatened. Note therefore, that the title of this unit is 'Finding Financial Resources', since it is quite likely that no school can exist just on what the funding authority provides, but will have to find and create additional funds.

Funds are needed to:

- facilitate the implementation of school policies and programmes
- enable activities such as educational tours and excursions to take place
- involve pupils in co-curricular activities such as music and sports
- develop schools as educational establishments.

In this unit we consider ways in which additional financial resources may be obtained. You should also study Unit 3 'Mobilising financial resources' in Module 5 *Financial management*.

Note: Before working through this unit you should check current regulations which govern the raising and management of additional financial resources in your situation.

Individual study time: 3 hours

Learning outcomes

By the end of this unit you should be able to:

- distinguish between capital (or development) funding and recurrent funding
- describe the limitations of governments in providing financial resources
- explain the need for careful management and control of the school budget
- describe the areas in which expenditure should be incurred
- identify ways in which government provision can be supplemented
- encourage parents, pupils and teachers actively to participate in fund raising activities
- use financial resources to promote learning and teaching in schools
- clarify the purpose of fund raising so as to stimulate support for fund raising efforts.

Principles and constraints of financing schools

Activity 8.1

(1) Describe the main principles which govern the financing of schools.
(2) Identify the main constraints you face as a school head in finding and managing additional financial resources for your school.

20 minutes

Comments

The main principles governing the financing of schools include:

1 All finances both from government and other sources must be properly recorded and controlled.
2 In the school the head, and the head only, is responsible and finally accountable for all financial management.
3 All financial provision should be marshalled for the benefit of the pupils.

Constraints

There are many constraints which school heads have to face in finding and managing additional financial resources. They include the following:

1 Government regulations may place unrealistic restrictions on the extent to which schools may raise funds.
2 Inadequate government provision of funds can undermine educational initiatives.
3 The low economic level of the local community may result in an overdependence on outside funding.
4 In urban areas a lack of sense of community may make it more difficult to develop a sense of commitment to the local school.
5 Boarding schools often have no local community.
6 The level of training, honesty and job proficiency of the bursar, or the treasurer and clerical staff may be inadequate.
7 The initiative, confidence, honesty and financial knowledge of the school head may be inadequate.
8 Audits of the accounts of a school may be based on financial rather than educational expertise.
9 The academic year is often not the same as the fiscal year.
10 The head and the staff may lack skills necessary for the organisation of fund raising activities.

Government financial provisions

In all countries government is the main source of funding for schools. Usually there are two main categories of such funding, namely, capital (development) funding and recurrent funding.

Capital funding should be a concern of the head of school directly but often decisions are made at higher levels without consultation. This is because it is money provided for the growth and development of the school, for example, the provision of additional facilities, planned and provided for centrally, to conform to a national plan of educational development which operates over a number of years. Recurrent funding is the provision of money to run the school for a particular financial year and is managed by the school head.

The head has to be aware of the limitations of government to cover all expenditures, particularly in innovative activities which often help to distinguish one school from the rest. In such areas additional funding from non-governmental sources will be needed. It is, however, unfortunately true that the ability of governments to pay for even basic capital and recurrent expenditures is limited, so that additional funds from alternative sources are required by many schools both for capital projects and for supplementing recurrent funds.

Activity 8.2

Indicate whether the items in Fig 19 are likely to be funded through capital or recurrent funding, or through neither.

20 minutes

Fig 19 Sources of funding

	FROM GOVERNMENT		FUNDING FROM ALTERNATIVE SOURCE	
	CAPITAL	RECURRENT	CAPITAL	RECURRENT
1 The provision of additional classrooms				
2 Teachers' salaries				
3 Teaching resources				
4 Computers				
5 Food for pupils				
6 Travelling costs				
7 Building the school kitchen				
8 The purchase of sports equipment				
9 The provision of a computer room				
10 20th Anniversary celebrations				
11 Software for the computers				
12 Student textbooks				
13 Purchase of a school vehicle				
14 Prizes for Prize-giving				

Comments

The nature of your answers will depend very much on how much money your government makes available to spend on education. Where funds are fairly freely available most of the funds, whether capital or recurrent, will come from the government. But where the opposite is true, where funding is severely limited, then maybe most of the items on this list will be funded from alternative sources, except, perhaps, teachers' salaries.

Planning for recurrent funding

It is probable that your school is dependent on government recurrent funding and that this is the only regular source of finance available. Recurrent funds are based on the head's estimate of the money needed for the school to operate properly during the next financial year. In the initial stage the money requested in the different areas of school management is entirely dependent on the head's awareness and knowledge of what is needed and what may be obtained. The head's submission to the funding authority is the principle source of information used to allocate funds.

Activity 8.3

Which of the items in Fig 20 should the head use when making out recurrent estimates for the school? Can you add any more items to the list?

10 minutes

Fig 20 Items for preparing recurrent estimates

1	Last year's recurrent estimates	Yes/No
2	Last year's electricity/telephone/water bills	Yes/No
3	Estimated costs for a new classroom	Yes/No
4	Present school staffing establishment	Yes/No
5	School vehicle's log book	Yes/No
6	Ministry menu for pupil meals	Yes/No
7	Ministry required textbook list	Yes/No
8	Bursar's financial records for the previous year	Yes/No
9	Pupils' files	Yes/No
10	Present stock of sports equipment	Yes/No
11	Previous year's commitment ledger	Yes/No
12	Consumable stock register	Yes/No
13	The state of the school playing field	Yes/No
14	The distance of the school from the Ministry	Yes/No
15	The current rate of inflation	Yes/No

Comments

The range of items on this list demonstrates the diversity of information which has to be gathered in order to prepare the annual school estimates.

Managing funds

The amount of money allocated by the government to meet recurrent costs will inevitably be less that the sum for which the head bid. The head is informed of the money available to him or her at the beginning of the fiscal year.

Activity 8.4

How does the head control this money? Choose the option in Fig 21 which seems most appropriate to your circumstances. For each of the sections A to E tick one or more of the boxes.

30 minutes

Fig 21 Checklist

A Allocation of funds to subject departments

In the school warrant for recurrent funds provision is made for teaching resources for the school as a whole for the entire financial year.

Which of the following options would you follow in dispensing this money?

1 By allocating all the money available to the different subject departments. ☐

2 By allocating some of the money available to the different subject departments and keeping a reserve to be used at the head's discretion. ☐

3 By allocating money to meet specific requests when they are made. ☐

B Petty cash account

Most schools maintain a petty cash account. The head is responsible for this money. He/she has several possible ways of controlling the bursar. Which option is preferable?

1 By checking the petty cash daily. ☐

2 By checking the petty cash weekly. ☐

3 By making random checks on the petty cash. ☐

C Payment of accounts

Suppliers have to be paid. Which method should the school head follow?

1 All payments should be made promptly as soon as the invoice is received to take advantage of discount offers for prompt payment. ☐

2 Payment should be made after 30 days to take advantage of bank interest rates. ☐

3 Payment should be delayed until the supplier threatens to sue. ☐

D How to prevent overexpenditure

If there is overexpenditure in a school it is possible that the head may be surcharged by the government. In order to prevent this which option should be chosen?

1 Insist that all financial transactions are personally approved by the head before being actioned. ☐

2 Delegate responsibility to the deputy head as part of his/her on-the-job training. ☐

3 Do not reveal the true amount of money available; always state that it is less than it actually is. ☐

4 Make staff aware of the financial constraints and hope teachers will budget accordingly. ☐

E Underexpenditure

Government provides the head with a certain amount of money on the assumption that it is needed to run the school properly. Full expenditure is expected.

Underexpenditure could lead the ministry to believe funding has been too generous in the past and therefore cuts should be made for the future. In order to prevent this which option should be chosen?

1. Check regularly that all monies are being used effectively. For example, check that the full food ration is in operation; adequate stationery is being issued to staff; practical courses in Science, Agriculture, Home Economics, D & T are being followed. ☐
2. Wait until the end of the fiscal year and then have a spending spree. ☐
3. Spend at the beginning of the year to prevent inflation reducing the value of the money available. ☐

Comments

It may be that more than one option is possible. On the whole, in each case it is better to err on the side of caution and to keep funds back, to personally check account books regularly, and to approve all expenditure. In time, as you develop an understanding about the accounting system and the possible sources of error or dishonesty, you should be able to delegate more. But as school head, you will always be the person held responsible for the management and accuracy of the accounts.

Finding financial resources

As was suggested at the start of this unit the emphasis here is on the word 'finding'.

All school heads must look for ways of augmenting their school's financial resources. Community involvement in this venture may increase community interest in the school; so the first source of extra finances should be your local community.

Activity 8.5

(1) Which of the following money raising activities are likely to succeed in your community?

- sponsored events, for example, walk, swim, spell, run
- dinner dance
- raffles
- film shows using school hall and projector
- jumble sale
- fete
- cake sale
- beauty contests
- street collections
- fancy dress competitions
- discos
- concerts
- the sale of produce, for example, vegetables grown in school garden
- operating a school shop

(2) Can you think of any others? *10 minutes*

Activity 8.6

A regular source of income may come from imposing a levy on each child entering the school, provided this is acceptable to the authorities. In this way a regular amount of additional money can be anticipated each year.

(1) Choose the action you would take if a parent of a child refused to pay the levy from the following list. Would you:
- make a home visit in the case of a non-paying parent?
- suspend the child from school until the levy is paid?
- allow the child to attend school but instruct teachers not to issue the child any materials or equipment?
- meet with the parents to persuade them?
- inform the PTA so that social pressures can be exerted?
- publish names of pupils whose parents default?
- report the child to the local social worker?
- make allowance for a proportion of poorer parents not to pay?

(2) Can you think of any other appropriate action which might be effective? *20 minutes*

Comments

It is important to involve both community and school in all stages of fund raising, planning, implementation and assessment of results. Some activities are ongoing with money being raised on a regular basis, for example, through the school shop; others are single occasions aimed at raising fairly large sums. A school should organise a 'mix' of these activities.

The ability of a school to raise funds through levies will depend on such factors as the amounts already being required, the income levels of parents, and the demand for places in the school. If too many parents refuse to pay then the scheme will be discredited and collapse. A distinction should be drawn, if possible, between parents who are reluctant to pay and those with genuine difficulties.

The need for supplementary fund raising

When a fund raising activity is promoted the first task is to decide which educational need of the school will be satisfied by the money raised. The amount of money to be raised and the way in which the money will be spent must then be communicated to the community so that there is full support for the activity.

Activity 8.7

(1) How do you identify the educational need? Answer 'Yes' or 'No' in Fig 22 and then rank the items in order of priority.

(2) Can you add to this list?

(3) Considering the list of activities given in Fig 23, which might qualify for fund raising support based on the situation in your school? Place the items in order of priority.

(4) Consider at what point the government is likely to absolve itself from funding responsibility. *20 minutes*

Fig 22 Identifying educational needs

		ORDER OF PRIORITY
• Consultation with PTA	Yes/No	
• Consultation with teachers	Yes/No	
• Consultation with student representatives	Yes/No	
• Visiting other schools	Yes/No	
• Personally noting deficiencies in physical plant	Yes/No	
• Reports from social workers on destitute pupils	Yes/No	
• Subject enrichment plans – e.g. educational tours	Yes/No	
• By listening to appeals from parents	Yes/No	
• Through reading educational literature	Yes/No	
• Professional conversation with colleagues	Yes/No	
• By observing the school in operation	Yes/No	

Fig 23 Activities for fund raising support

	ORDER OF PRIORITY
• Car for the school head	
• School magazine	
• School newsletter	
• Educational wildlife tour	
• Staff party	
• Additional sports equipment	
• Attendance at a music competition	
• Purchase of reference books for teachers	
• Completers' party	
• Purchase of First Aid kit for the sports teams	
• Finance of a school based workshop	
• Video camera for the Geography department	
• Laser printer for computer studies	
• Teaching aids to supplement those supplied by the education authority	
• Uniform for teachers	
• Sport competitions	

Comments

Despite some limitations placed by some governments on the raising of additional funds by schools, there is no school that doesn't need to raise funds somehow for maintaining and developing the quality of all aspects of school facilities and life.

As school head you must take a pro-active approach to this by regularly consulting with the pupils, staff, parents and the community, as well as your line managers, to find ways of raising funds and identifying areas where the greatest benefit would be derived through some additional expenditure.

Summary

Every school has two types of funding: recurrent and capital (or developmental). In order to secure adequate recurrent funding the school head must know how to prepare an annual budget for his school. He or she must also be able to motivate the PTA, other school bodies and the community, in fund raising activities to supplement the educational offerings of the school. All monies received by the school must be managed effectively by the head and staff to ensure that pupils are given the best possible education.

Improving Education Management

Better management in schools and in education systems has been given higher priority since the Jomtien conference on education quality. Most of the following publications originate from the Commonwealth Secretariat, or from the Donors to African Education Working Group on the Teaching Profession, led by the Commonwealth Secretariat.

BLOOMER, K (1991) *Decentralising the Education System*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Building a School Management Development Programme*, London, Commonwealth Secretariat.

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Donors to African Education Working Group on the Teaching Profession (1991) *Summary Report of the Fifth Meeting of the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

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COOMBE, C (1992) *Better Schools: Improving Teacher Management in Africa*, Paper prepared for the Regional Conference of the Commonwealth Council for Educational Administration, Hong Kong, August 1992, London, Commonwealth Secretariat.

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HALLIDAY, I (1989) *Personnel Information Records and Management Procedures in the National Education System: Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

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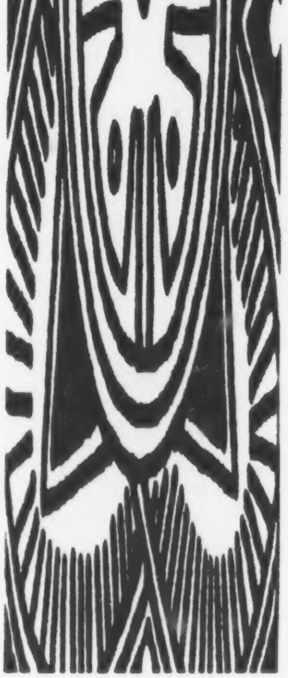
VALERIEN, J (1991) *La Gestion Administrative et Pedagogique des Ecoles: Guide pour les Directeurs et Directrices d'Ecole*, Paris, Unesco.

Publications are available from:
Education Programme
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX

BETTER SCHOOLS

Resource Materials for School Heads



Module Five

Financial Management

Better Schools:
Resource Materials for School Heads in Africa

Principals are in the front line of the battle to create an environment for quality education. But school heads* in Africa work under the most difficult conditions, and are often not well-prepared for the tasks they must undertake.

At the very least, an effective principal will be able to:

- manage and deploy school resources efficiently
- allocate school accommodation appropriately
- ensure satisfactory standards of maintenance and cleanliness of school facilities
- guide curriculum implementation and change
- organise staff development in school
- create a professional ethos within the school by involving promoted staff in decision-making.

During 1992, seven Ministries of Education in Africa (in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe), assisted by a further four (in Ethiopia, Sierra Leone, Tanzania and Zambia) produced training modules intended to help school heads in Africa improve their managerial and professional leadership skills. The materials were drafted by writing teams in each country, and critiqued at two regional workshops (Kenya Education Staff Institute, April 1992 and National Teachers' Institute, Nigeria, June 1992). They were then trialled among school heads and inspectors, teacher trainers and district officials in seven countries. The set of seven modules listed below was finally launched at a Commonwealth Africa workshop hosted by Botswana's Ministry of Education in March 1993:

Module 1	Self-Development for Educational Managers
Module 2	Principles of Educational Management
Module 3	Personnel Management
Module 4	Managing the Curriculum and Resources
Module 5	Financial Management
Module 6	Monitoring School Effectiveness
Module 7	The Governance of Schools

These materials were designed to be used in any English-speaking education system in Africa; country-specific versions may be available for some systems. The materials can be used in a variety of contexts: for self-study, distance learning, by peer groups and in workshops, and as a basis for coursework in institutions and faculties of education. They attempt to introduce school heads to important aspects of managing a school, from the most basic to more complex tasks, in a very practical way.

The modules were prepared under the **Training and Support Programme for School Heads in Africa** supported by Ministries of Education in Africa, the Commonwealth Secretariat, Unesco, SIDA and GTZ. Editing, design and production of the training modules was co-ordinated by the Commonwealth Secretariat Education Programme. Related publications are listed on the back cover, and are available from the Commonwealth Education Programme.

Better Schools
Resource Materials for School Heads

MODULE 5

Financial Management

Commonwealth Secretariat

These materials were prepared co-operatively under the **Training and Support Programme for School Heads in Africa**. Ownership is vested in the following:

Ministry of Education, Botswana
Ministry of Education, Ghana
Ministry of Education, Kenya
Ministry of Education and Culture, Namibia
Federal Ministry of Education and Youth Development, Nigeria
Ministry of Education and Sports, Uganda
Ministry of Education and Culture, Zimbabwe

Commonwealth Secretariat
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Prepared for publication by Paren & Stacey Editorial Consultants.
Designed and formatted by Geoffrey Wadsley.

Preface

Following the World Conference on Education for All in Jomtien, Thailand in 1990, education ministries, international agencies, and NGOs have agreed action plans to improve the capacity and performance of schools. The plans recognise that the school principal carries prime responsibility for creating an effective educational environment. Without the necessary skills, many heads are overwhelmed by the task.

In Africa, the situation is particularly acute. In rapidly expanding systems, experienced and skilled teachers are customarily appointed to run complex schools without adequate preparation and back-up support. Alex Dadey and Clive Harber improved our understanding of school management by describing the unique work patterns of heads in Africa in *Training and Professional Support for Headship in Africa*. Their work proved that management techniques appropriate elsewhere cannot be imported unmodified into African systems, with their very intricate demands. They also demonstrated that strategies for training and supporting school heads were generally inadequate throughout Africa.

The Commonwealth Secretariat/Unesco/SIDA/GTZ **Training and Support Programme for School Heads in Africa** was initiated by the Commonwealth Education Programme in 1991, following a plea from the Inspectorate in Uganda to find ways of assisting school heads to do their job better. In Africa, it was apparent that local or national workshops, the traditional way of providing training for a relatively small proportion of heads, were clearly inadequate: they were expensive, and could cover only a few heads. (There are perhaps 18,000 school principals in Kenya and Uganda, for example, and over 40,000 in Nigeria.) New strategies were needed. Investigation also highlighted the lack, across Africa, of good quality, comprehensive and user-friendly resource materials on school management. Such materials as were available tended to be outdated, in short supply, and in many cases written in language ill-suited to busy heads. Nevertheless, several countries (Zimbabwe, Uganda and Botswana, for example) had begun to prepare manuals for school principals.

The joint Programme undertook to work with English-speaking African ministries, to analyse the way they trained school heads, given available resources. At the same time, writing teams in seven countries, with the support of their Ministries of Education, began drafting resource materials covering the primary aspects of running a school in Africa. Problems of producing and distributing training materials were also addressed.

Three regional workshops were held, attended in the main by a regular core of Chief Inspectors, Directors of Schools and teacher educators, as well as heads and representatives of associations of school heads. The workshops provided opportunities to share experience, to critique the work of the writing

teams, and to hammer out clearer and more effective strategies for training, and for materials production and distribution. The meetings are described in three reports, available from the Commonwealth Secretariat, which outline the **Training and Support Programme for School Heads** more fully, and give details of related publications on teacher management.

The training modules were written, trialled, edited and designed, and made ready for presentation at the final Commonwealth Africa workshop in Botswana in March 1993. They constitute a remarkable testimony to the possibilities for effective co-operation among education professionals across the sub-continent.

In practical terms, the work has been co-ordinated by the Commonwealth Education Programme. But nothing could have been achieved without the very generous contribution of participating Ministries of Education. Permanent Secretaries have assigned senior ministry staff and school heads to work on the materials; they have committed funds from overstretched budgets to support the writing teams; they have made trialling and testing of the materials possible; and they have released their staff for the regional sessions. My thanks go first of all, therefore, to the Permanent Secretaries of education ministries in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe for their co-operation and unfailing support.

We are of course particularly grateful to the team leaders from those countries for adding an additional assignment to their already heavy schedules, and persisting against very tight deadlines: Mr Reuben Motswakae, Deputy Director, Teaching Service Management, Botswana; Mr John Atta-Quayson, Deputy Director-General, Ghana Education Service; Mr John Lodiaga, Director, Kenya Education Staff Institute; Mr Len le Roux, Deputy Director, Rossing Foundation, Namibia; Professor Etim N E Udoh, Deputy Director, Institute of Education, Ahmadu Bello University, Zaria, and Alhaji Garba S Kuta, Deputy Director (Teacher Education), Federal Ministry of Education, Nigeria; Nigeria; Mr James Nkata, District Education Officer, Mpigi, Ministry of Education, Uganda; and Mr R G Sisimayi, Deputy Chief Education Officer, (Standards Control Unit and Professional Administration), Ministry of Education and Culture, Zimbabwe.

The Programme has demonstrated the practical advantages of working co-operatively. Participating ministries were supported throughout by generous financial contributions from the Swedish International Development Authority, the German Agency for Technical Co-operation (GTZ), and Unesco. Joint funding has made possible the development of a regional strategy to address the needs of school heads, and laid the foundation for bilateral support for national initiatives. We are confident that such partnerships set the tone for future collaboration.

Finally, in the background, three consultants have provided expertise in bringing our work to completion: Richard White of Moray House Institute of Education; Bob Smith of Bristol University's School of Education; and Suzie Rodwell. We thank them all. Responsibility for this work within the Education Programme has rested with Carol Coombe and Jakes Swartland.

Peter Williams
Director
Education Programme
Human Resource Development Group
Commonwealth Secretariat

January 1993

General Introduction

What is our purpose?

It is widely recognised and agreed that one of the key factors influencing school effectiveness is the nature and quality of the leadership and management provided by each school head.

This series of modules has been written to provide school heads with a source of practical ideas about ways in which they may become better managers of better schools. The material does not present much theory; instead each reader is required to draw on their own individual experiences and to evaluate their own circumstances and practices, in order that they may apply the lessons learned in their schools. Like other professionals, school heads need to accept a large measure of responsibility for their own self-development and for the development of their schools.

The extent to which these materials have a practical impact on school quality will only become clear over time, but school heads should fairly quickly be able to identify some examples of how they have changed the way they manage their schools and how their schools are better as a result. Heads may wish to share ideas with their school colleagues, District Education Officers and Inspectors, and discuss with them what they are doing, and how these materials are helping to improve their practice.

Who are the materials designed for?

These materials are written primarily for practising school heads of both primary and secondary schools, whether government or private, with whatever type of curriculum. We hope that principals of other educational institutions, including teacher training colleges, will find these materials of use.

We are not aiming just at newly appointed school heads, undergoing induction. At whatever career stage they may be, school heads know that there is always more to learn. The expression 'You can't teach an old dog new tricks' only applies to those ready for retirement.

Some readers may still be teachers who hope, one day, to become school heads; these materials are also for them.

Management skills are also required by many others involved in education, from the Minister or Commissioner of Education, through to District Education Officers and their staff, inspectors, school governors, private school owners, and even, in some aspects, parents and members of the community. These materials are for readers who belong to any of these groups, and who are interested in improving school performance.

What are the methods of study?

Since these materials are written for a variety of people, let us move from describing readers specifically as 'school heads' to something more direct and personal: 'you'.

Self-directed study: One of the main ways in which we hope you will use these materials will be through self-directed study or open-learning. By self-directed study we mean that you, the readers, choose when and what you want to study. Because everyone has a different background, in the experience we have and in the character of our schools, our learning needs vary considerably. We hope within the seven modules, each of which consists of between five and eight units, you will find something new and relevant to your needs. You may study the modules in any order; indeed many units may be studied on their own.

The modules may be studied by individuals working on their own, or in informal or formal study groups.

Individual study: A large part of our learning takes place on our own, perhaps reading and thinking quietly in school, or even at home. We hope that these materials will be available for you to do this. Then you may select what you want to learn, in the order and at the pace of study you choose. In this way you are not put under any immediate external pressure, but may work out for yourself what may best apply to you and your school.

Informal study groups: Of course you do not have to study these modules only on your own. The materials could and should be used by you with other heads in your locality, coming together informally, in peer groups or study circles, perhaps at a local teachers' centre, to review your work and share ideas. Within your own school members of staff would benefit by looking at topics together. If you have a school development committee the materials should prove a useful source of ideas. The materials could also be used by your Association of School Heads, either at district or national level, during workshops or at your annual meetings. Your association might appoint from the members a training officer, to be responsible for initiating, facilitating and co-ordinating training programmes.

Formal groups: These materials can also be used in a more systematic way to cover all school heads at formal workshops organised by District Education Officers, or for more advanced specialist courses, by a national management training institute, a teachers' college or a university faculty of education.

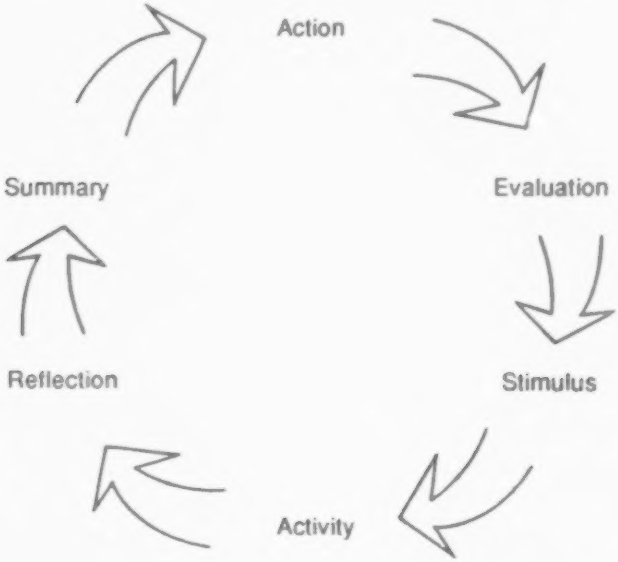
Distance learning: These materials can also be adapted for distance-learning courses and for use by the media, whether in print or broadcasting.

How is the content related to change in schools?

These resource materials are written in an interactive style which requires your participation. More than that, they require a commitment on your part to introduce into your school beneficial changes, which are relevant, cost-effective and accepted by your staff, pupils and community.

Each unit contains a variety of stimuli which are intended to get you thinking, to capture your interest and to open up the topic. These include activities like drawing up checklists, answering questions, gathering data, and discussions with your colleagues, whether teachers in your school or other heads. Whilst you are doing the activities you will be involved in reflection, in which you are encouraged to think through issues, to reconsider standard practices, and to seek alternative solutions to solving problems. Within the units there are regular commentaries which draw together loose ends and consolidate principles. The study of these resources will not be complete until there is some action by you in the way in which your school is organised and managed, following guidelines included in each unit. Evaluation, especially self-evaluation (which also relates to the concept of reflection above) is the last element in this cycle.

The cycle of learning within each unit is illustrated below:



How are the modules and units organised?

Each module has a standard general introduction (which you are now reading) and an introduction which is specific to the unit.

Each unit is written in a standard form, as follows:

Introduction: This provides an overview of the contents of each unit and provides a link between the units in the module.

Individual study time: An estimate is given of the amount of time you will require to study the unit on your own, including all of the activities. Of course, if you are working in a group it is likely that more discussion will be generated, and thus more time will be required.

Learning outcomes: These provide a series of statements about what you might expect to cover and learn if you complete a unit.

Activities: These require your involvement, perhaps by drawing on your experience, or through the gathering of data. Sometimes an activity comes at the start of a section, and sometimes an activity follows a piece of text. It is important that you do all the activities, as they form the core of each unit and provide the basis of the interactive approach to learning used here. As the activities vary considerably in character you should read the instructions carefully.

Comments: Avoid looking at the sections which follow most of the activities until you have completed each one. The comments are intended to provide a discussion of some of the points you may have identified in the activity. They are not intended as model answers.

Summary: This appears at the end of each unit to pull together the ideas which have been brought out.

Reference materials

None of the modules can be studied without access to other materials, the most important of which should already be at hand in your school or at your local District Education Office.

Important materials published in your country or available in your school include:

- the constitution
- education acts
- by-laws relating to your state, region or district
- civil service rules and regulations
- executive instruments on education
- policy papers, guidelines and circulars from the Ministry of Education
- code of conduct for teachers
- the constitution of the board of governors or school committee
- annual reports, speeches, exam results, pupil/staff data, etc.
- school account books, stores ledgers, rules and regulations, timetables, circulars, report forms, minutes of meetings, etc.
- pupils' exercise books and work.

You should also look out for books about the history and development of education in your country, and within Africa. In addition there are usually many useful articles on current educational issues in newspapers and magazines, and on radio and TV.

You should also have to hand a good dictionary.

Readings

In addition there are very many books on management, including educational management. We would suggest you look for these in your local bookshops and libraries; it is possible that the Association of School Heads in your country produces an up-to-date list of current management materials and where they may be obtained.

However, it is unlikely that many titles will be readily available to the average school head, particularly those in rural areas. We hope that the

publication of these modules will encourage more people to write complementary texts and for publishers to ensure the availability of relevant books on educational management wherever schools are located.

Here we have limited the list of books to those written specifically for educational managers in Africa.

ADESINA S (1990) *Educational Management*, Enugu: Fourth Dimension

ASIEDU-AKROFI K (1978) *School Organisation in Modern Africa*, Tema: Ghana Publishing Corporation

CHUNG F (1988) *Basic Principles of Administration*, Harare: College Press

FAGBULU A M (1972) *Administrative Practice for Teachers*, Ibadan: Evans

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Handbook on Training Methods in Educational Management*, Harare: Unesco

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Book of Readings in Educational Management*, Harare: Unesco

MBITI D M (1976) *Foundations of School Administration*, Nairobi: Oxford University Press

MUSAAZI J C S (1982) *The Theory and Practice of Educational Administration*, London: Macmillan

OZIGI A O (1977) *A Handbook of School Administration and Management*, London: Macmillan

Contents

Your first step should be to examine the following list of contents to select those modules and units you feel you may wish to study. At the start of each unit there is an introduction and a set of learning outcomes which should enable you to decide quite quickly whether the material is likely to be of value to you.

	Individual study time
Module 1: Self-Development for Educational Managers	**22**
Unit 1: School mission, values and objectives	5
Unit 2: Styles of management	3
Unit 3: Needs identification	6
Unit 4: Job analysis	4
Unit 5: Time management	4
Module 2: Principles of Educational Management	**20**
Unit 1: Introduction to educational management	3½
Unit 2: Government organisation and functions	2
Unit 3: The functions of school management	3
Unit 4: Human and public relations	3
Unit 5: Delegation in a school	2
Unit 6: Communication and negotiation	2
Unit 7: Decision-making and problem-solving	2
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Module 3: Personnel Management	**24**
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Unit 2: Staff development	3
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Unit 2: Timetabling	3
Unit 3: Organising resources to support the curriculum	3
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Unit 6: Examinations, testing and record-keeping 3
Unit 7: Resource maintenance 3
Unit 8: Finding financial resources 3

Module 5: Financial Management **32**
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Unit 3: Mobilising financial resources 3
Unit 4: Basic framework and mechanism of financial management 6
Unit 5: Expending and accounting for school funds 7
Unit 6: Auditing school account books 7

Module 6: Monitoring School Effectiveness **13**
Unit 1: Indicators and characteristics of school effectiveness 3
Unit 2: The rationale for evaluation 2
Unit 3: Evaluation techniques 4
Unit 4: Planning a programme of evaluation 2
Unit 5: Using evaluation findings 2

Module 7: The Governance of Schools **21**
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Unit 2: Legal basis of school governance 3
Unit 3: School managers and governing bodies 4
Unit 4: Relationships between schools and other agencies 3
Unit 5: Partners in school management 10

Financial Management

5

Introduction

Managing funds is one of the major tasks of a school head. The success of any school programme depends very much on the way the financial inputs are managed and this, in turn, affects the overall performance of each school. It is therefore important that all school heads have a sufficient knowledge of finance to be able to be effective financial managers. However, financial management is one of the areas where many practising heads have had neither pre-service, nor in-service training prior to their appointment, and this has contributed to the failures of many schools. The purpose of this module is to reverse this trend and to equip school heads, and those aspiring to be heads, with the necessary knowledge and skills of good financial management.

Individual study time: 32 hours

Objectives

After working through this module you should be able to:

- identify and mobilise financial resources for your school
- draw up an effective budget
- manage school funds efficiently
- account for school funds properly and fully.

Units

This module is divided into six units.

Unit 1: Sources of school funds *3 hours*

This unit aims to assist you in identifying possible sources of school finance, and in gaining knowledge and skills for mobilising additional funds.

Unit 2: School budgeting *6 hours*

Through this unit you will learn how budgets may be drawn up and managed effectively.

Unit 3: Mobilising financial resources *3 hours*

Here you will learn to identify specific ways of mobilising financial resources and be encouraged to practice them within the rules and regulations under which you have to operate.

Unit 4: Basic framework and mechanism of financial management *6 hours*
In this unit you will learn about the basic framework and mechanisms of financial management and gain experience in their application.

Unit 5: Expending and accounting for school funds *7 hours*
In this unit you will learn about key accounting procedures for managing school funds, in order that you should be able to demonstrate full accountability in the management of the funds of your school.

Unit 6: Auditing school account books *7 hours*
Finally you will analyse the reasons for auditing school accounts, and learn about ways in which this may be done and the stages involved.

Contributors

This module was written by a team in Uganda:

Mr J L Nkata **(Team Leader)**	District Education Officer, Mpigi District
Mr S B Onek	Assistant Commissioner for Education (Primary)
Mrs G N Bitamazire	Deputy Chairperson, Teaching Service Commission
Mr T Balemesa	Ag Assistant Commissioner for Planning (Primary)
Dr F O Passi	Lecturer, Faculty of Education, Makerere University
Mr S M Ssekamatte	District Inspector of Schools, Mpigi District

UNIT

Sources of School Funds

1

Introduction

For any school to operate effectively it must have funds. In most countries education in schools is funded by the government, but in some countries schools are heavily dependent on funds obtained from other sources. In this unit we set out to identify the wide range of sources of funds available to school managers.

Individual study time: 3 hours

Learning outcomes

By the end of this unit you should be able to:

- identify different possible sources of school finance
- understand and apply the appropriate knowledge and skills to mobilise funds for your school.

Sources of funds

Sources of school funds can be classified into three major categories namely: parents, government, and community groups.

Parents

Activity 1.1

Explain why parents contribute to the financing of your school and list as many ways as you can in which they do so.

20 minutes

Comments

Contributions by parents may become necessary due to the inability of government to meet even basic school financial needs. This is so in many developing countries. But even in countries where governments can afford to provide good buildings, qualified teachers and a wide variety of resources, parents may still wish to contribute money for even more resources, such as transport and computers, and pay for educational visits, because they want their children to enter adult life having obtained the best possible education. In rather crude terms they want them to be at the front of the queue for good jobs.

Your list of ways parents contribute probably included:

- paying official tuition fees
- paying PTA contributions
- paying a specific fee for a building project such as houses for teachers
- parents may also give their time and skills to a range of activities from building work to coaching at sports
- paying teachers for additional lessons and coaching, special duties, general welfare
- paying for resources, such as textbooks, exercise books and writing materials, school uniforms, desks and chairs, library and sports contributions
- paying for the children's welfare, such as transport money, school meals, caution money.

Activity 1.2

(1) Are parents in your school generally willing or unwilling to help financially?

(2) Is it always the same group of parents which is supportive? Do some parents withhold help and, if so, why?

(3) What do you do in your school to encourage more parents to help?

20 minutes

Comments

We should not assume that all parents are able to make the same contributions, whether financial, in kind or in time, to the school. Income levels in both urban and rural areas are likely to vary considerably, as will the size of each family. A sensitive approach is required by a school head, first to differentiate between families, and second to make provisions for children and parents who are facing difficulties with payments. On the one hand you will need to set ambitious targets to raise funds for your school, on the other you will need to accept that not everyone will be able to contribute to the same extent.

In encouraging parents to contribute you will need to target your efforts on those who have the means but may not have the will. To cater for the poorer families you may need to set up a special support fund to help pay such things as the fees of children who show special promise.

Activity 1.3

(1) Does the government allow you to raise money for your school? What limits, if any, does it set on your fund raising activities?

(2) If you are allowed to raise money, list the money generating programmes in your school.

20 minutes

Comments

In a few countries governments set severe restrictions on the funds a school may raise, even though the governments themselves are unable to provide for basic needs. In countries where governments have more realistic policies some rules and regulations will be set to ensure that there are limits and that fund-raisers and fund-holders are held accountable.

A school may engage in several money generating programmes to raise funds to help it run more effectively. Such programmes may include:
- farming
- workshops, such as craft work or carpentry
- creative activities, such as concerts.

There is always a danger of trying to undertake too many money generating activities at the same time. You should distinguish between:
- regular fees or contributions required from all parents
- voluntary collections for special, targeted fund raising activities.

Central government

Activity 1.4

Consider and list the different government financial contributions to your school.

15 minutes

Comments

Government assists schools financially in several different ways. These may include:
- paying grants to schools
- paying teachers' salaries
- assisting schools to establish money generating projects by providing technical assistance including materials and equipment
- financing the construction and rehabilitation of school plant.

The government also makes indirect contributions to each school through, for example, training teachers, preparing syllabuses and materials and providing inspectors.

Local authorities

Activity 1.5

How do local authorities help with school finances? Identify different ways in which your local authority provides financial assistance to your school.

15 minutes

Comments

In many countries primary education is a service transferred to local authorities. Each authority is given the responsibility for locating and opening schools, and for providing physical structures, classroom facilities and office equipment to schools. Funds are generated from locally raised revenues. Local authorities often face difficulties in ensuring that all local taxes are paid in full and on time, because they lack sufficient trained staff and because taxpayers may not regard local government with the same respect as central government.

Community groups

Activity 1.6

Consider community groups in your area and identify different ways in which they contribute financially to your school.

15 minutes

Comments

Community groups are often among the key sources of funds to schools. They are mobilised to carry out given tasks by leaders in the community, such as local chiefs. There are many schools in developing countries that have been built by community groups. Your findings might include:

- mobilising community groups in development projects
- community leaders playing the leading role in mobilising the masses to participate more effectively in school projects
- fund raising for individual schools in an area
- involving community groups and former students in self-help projects for the purpose of generating funds
- levying education taxes on members of the community.

Within communities there may be individuals who also decide to help one or more schools on a significant scale. Sometimes business people wish to be seen as philanthropists and may contribute in the same way as community groups. Such contributions should be welcomed, but because of the idiosyncracies of individuals a system of accountability needs to be enforced particularly where business people operate schools for profit.

School facilities

Activity 1.7

Consider the situation in your school and identify different ways in which the facilities might be used to generate funds.

15 minutes

Comments

Through proper management, and if government regulations allow, school plant may generate substantial funds. Ways of doing this may include:

- hiring school facilities to the community, for example, halls, vehicles, playgrounds
- engaging in money generating projects such as livestock farming, running a canteen and operating workshops.

Pupils

Activity 1.8

Identify and list different ways your pupils might be involved in generating school funds.

15 minutes

Comments

Pupils may be good sources of school funds if they can see the benefit both for themselves and their school. Developing this resource depends on the good management of the school head and staff. The following ways of involving your pupils may be considered:

- generating funds through such activities as agriculture, keeping poultry, pigs and cattle, making crafts and bee keeping
- fund raising activities, for example, music, dance, drama, games and sports, exhibitions, charity walks and jumble sales.

Foundation bodies

Activity 1.9

(1) Does your school belong to any Foundation?

(2) If so, identify different ways in which the Foundation body assists your school.

15 minutes

Comments

Schools may be founded by religious or charitable bodies, which are non-governmental organisations (NGOs). Each has specific objectives in opening and operating the school which usually involve the spiritual and moral well-being of the children. These Foundation bodies give financial support to their schools in various forms, such as land and buildings, equipment and personnel. A trust fund may be established, where money is invested in stocks and shares and the interest generated provides operating funds for the school.

Fund raising

Activity 1.10

(1) Make a list of the methods you use to raise funds in your school.

(2) What additional ways might you introduce?

20 minutes

Comments

Which of the following did you include?

Sponsored walks: Where individuals are sponsored to walk certain distances to raise funds for particular school programmes.

Trusts from charitable organisations: Where materials and funds set aside by individuals or organisations are donated to run a school programme.

Through fund raising representation: By this method an influential and knowledgeable person is selected to visit people or organisations that have been selected by the fund raising committee to seek financial assistance. The representative must be well conversant with the purpose to which the funds will be used.

Fund raising agents: A group of people interested in raising funds for the school, allocate themselves areas of operation. Then each person approaches individuals for financial assistance. The group must have a co-ordinator to oversee collections and any other activities involved.

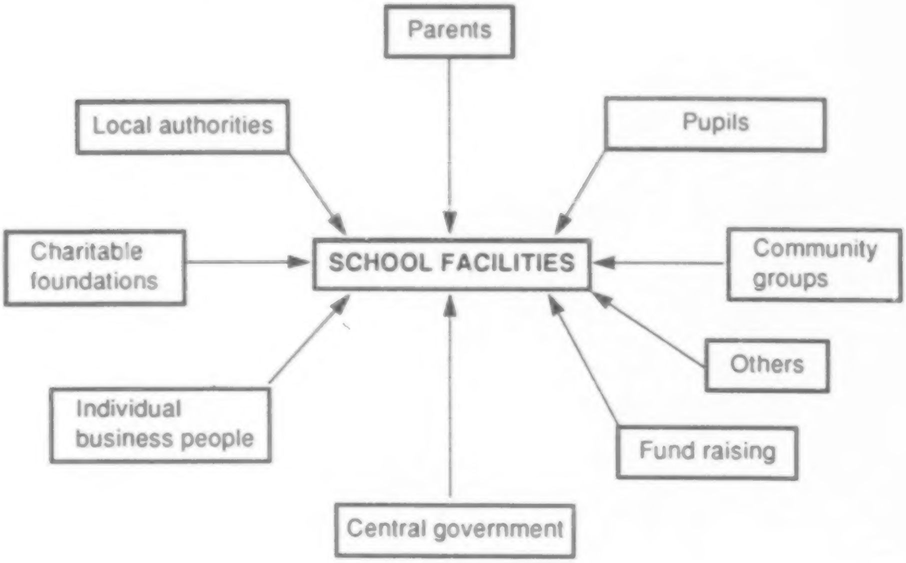
Minor fund raising: Fund raising in the form of a fête, festival or entertainment organised for the purpose of raising funds.

Raffles: The school acquires a few valuable articles, such as a car, motorcycle and TV sets, ideally through donations. These articles are then given to the winners of a lottery. If many tickets are sold through this method then quite large sums may be raised.

Summary

In this unit we have considered the following major sources of school funds: parents, government and community groups. Fund raising may appear as a diversion from the main purpose of schooling. It can be applied in an educative way if the pupils are involved in each aspect of an event and topics for language, mathematics and crafts can easily be identified. Given that many schools are seriously short of funds, no school head can afford not to be involved in such work. 'Nothing ventured, nothing gained' should be the motto of all school heads. School heads, as managers/planners, should be encouraged to explore all the possible and feasible sources of funds for the benefit of their schools.

Fig 1 Different sources of school funds


Parents
Local authorities
Pupils
Charitable foundations
SCHOOL FACILITIES
Community groups
Others
Individual business people
Fund raising
Central government

UNIT

2

School Budgeting

Introduction

After identifying possible sources of funds a school head, as a financial planner, has to draw up a plan for securing and expending the resources. For the plan to be expressed as a school budget a head needs to have some knowledge and experience of designing and managing a budget.

Individual study time: 6 hours

Learning outcomes

By the end of this unit you should be able to:

- describe the responsibility of the school head as a financial planner
- explain the nature and functions of budgeting in a school
- design and manage your own school budget.

A school head as a financial planner

Activity 2.1

Considering the different financial resources in your school:

(1) Who determines what financial resources you are to receive each year?

(2) What role do you play in determining the resources and their sources?

(3) What is expected of you as a school planner in determining the resources and sources?

20 minutes

Comments

In the above activity you might have noted that you mainly rely on resources that are determined by others, such as the government or the Parent-Teacher Association (PTA), and assigned by them to you. Thus you may operate under a financial environment with two major elements:

1. Resources may be received from government which are usually fixed for the duration of the fiscal year.
2. Resources may be received from the region or district directly and from various community groups, which are not fixed and are often far from certain.

However, as a school planner and finance manager, you should take an active rather than a passive role in determining, mobilising and acquiring financial resources. In such a way you are more likely to ensure the effective implementation of your school programmes. Thus your major tasks as a planner are to ensure that:

- you fully understand the financial situation in which your planning is to occur
- your planned resources are available when required and are properly and effectively utilised to achieve the school mission and objectives.

Essential to the accomplishment of the above tasks is effective budgeting.

What is budgeting in a school?

Budgeting is a process of preparing a statement of the anticipated income and the proposed expenditure. In other words, it is a process for preparing a summary of the programmes of the school reflecting the expected revenues and expenditures. This statement is the school budget which guides a head through the various school activities, as well as towards achieving the objectives of the school.

Stages in school budgeting

Activity 2.2

Reflecting upon the situation in your school:

(1) Identify and list activities you want to be carried out in your school this year.
(2) List the resources that will be required and the possible sources.
(3) Give an estimated cost of each of these resources.
(4) Study the budgetary guidelines issued by your government or funding agency and explain how you are supposed to present your budget.
(5) Using the guidelines write down the costs of each activity against the expected resources.

1 hour 30 minutes

Comments

In summary, the stages of budgeting which you have just gone through are:

Stage 1: Identification of programmes, projects or activities you wish to accomplish in the budget period.

Stage 2: Identification of the resources, in terms of manpower, materials and time.

Stage 3: Costing of the resources – this is the most important activity in budgeting since a budget is basically a financial statement.

Stage 4: Presentation of the budget as per budgetary guidelines formulated by the government or funding agencies.

Stage 5: Obtaining approval of the budget by the authorities.

Having considered these stages carefully, is it really necessary to go through all of them? Is budgeting really necessary in your school? Let us consider this last question now.

Functions and purposes of school budgeting

Major functions

Activity 2.3

Considering the budget in your school:

(1) What are the reasons why you have to make a school budget?
(2) Explain how the budget is assisting you to run the school.
(3) Describe the functions of the budget in your school.

30 minutes

Comments

Budgeting is a process of relating the expenditure of funds in a systematic way to the achievement of the planned mission and objectives of a school. Budgeting has three major functions:

1 It provides an operational cost-time framework for the implementation of school programmes. It is therefore the major planning instrument in your school.
2 It can serve as an instrument for the delegation of authority. The school budget is designed to show which particular people are responsible for specific programmes.
(Note: When a budget is approved by the authorities the delegation of functions is automatically approved.)
3 It can be an instrument for controlling and evaluating performance.

Your budget provisions offer you a simple guide to assessing the rate of expenditure in any given activity. If your budget is suitably designed, it will also readily provide you with data on three elements to assist in the control and evaluation function. These are:

- rate of expenditure
- output
- costs.

Now check back to your answers in Activity 2.3 and see how they compare with the three major functions identified above.

Purposes

Your school budget is a forecast of future financial events showing the anticipated revenue, expenses and financial position of the school.

Activity 2.4

Consider your responses in Activity 2.3 and the comments that followed.

(1) What do you consider as the purposes of budgeting in your school?
(2) What do you do to achieve these purposes?

20 minutes

Comments

The purposes of budgeting can probably be categorised into two:

1. To show what the results will be if the present school financial plans are put into effect; in other words, the purpose of your budget is to disclose areas that require attention and action.
2. To evaluate the financial performance of the school: you use the school budget to control the operations, revenues, costs, and the persons responsible for the operations and related revenues and expenditures. In effect your school budget is a yardstick against which your financial performance may be compared. You should always aim at having a budget that promotes cost effectiveness, that is, a high level of school output at low levels of expenditure.

Period of school budget

Activity 2.5

Considering your experiences with budgets:

(1) How long do you think the period of a school budget should be?
(2) List the reasons for your response to (1).
(3) State the advantages and disadvantages of:
  - a long budget period;
  - a short budget period.

20 minutes

Comments

Generally the school budget period should be long enough to show the effect of your financial management policies and short enough so that school estimates can be made with maximum accuracy.

The most commonly used school budgets are:

SCHOOL MASTER BUDGET

This is the overall school financial and operating plan for a forthcoming fiscal period. This is usually prepared annually.

SCHOOL CAPITAL BUDGET

This interprets the school plans for major expenditure on capital assets such as buildings. It may be a five year financial plan.

SCHOOL DEPARTMENT BUDGETS

These are segments of the school master budget, relating to the different school departments. They are the responsibility of particular sub-heads, for example, heads of department. They are usually prepared termly.

Summary

So far we have seen that a school budget has three major functions as:

- a major planning instrument in the school
- an instrument for delegating authority
- an instrument for controlling and evaluating performance.

School budget designs

Types of design

Budgets can be designed in many different ways. However in the case of schools, two basic designs have proved to be more effective.

THE PERFORMANCE BUDGET OR SCHOOL PROGRAMME BUDGET DESIGN

This is the budget which serves as an instrument for carrying out a school plan. The emphasis in this budget design is on what is going to be done and on the benefits accruing to the school. In this budget design you not only state the income and expenditure, but include also a brief description of what is to be achieved after each item of expenditure.

THE TRADITIONAL OR LINE-TERM BUDGET DESIGN

In this design you merely list estimated income and items to be funded. The emphasis is on the issue of financing rather than on what is to be achieved.

In both cases the budget design should provide extensive and accurate estimates of:

- income or receipts
- expenditure.

Income or receipts

The school's income mainly falls into two categories:

TIED GRANTS

These are grants which come mainly from government and they are clearly earmarked for a specific purpose, for example, teachers' salaries, maintenance of buildings and construction. These grants cannot be re-allocated at the school level for any other purposes.

UNTIED GRANTS

These are grants for use on expenditure items determined as priorities in the school. These include contributions from local authorities and community groups, for example, the PTA.

Expenditure

School expenditure essentially falls into two categories:

RECURRENT EXPENDITURE

This constitutes the greatest percentage of the budget. It includes items such as salaries and other benefits to administration, supervision, teaching, special services and support staff, maintenance and other operating costs in travel and communication, and scholastic materials. This is the expenditure on consumables.

CAPITAL OR DEVELOPMENT EXPENDITURE

This is expenditure on capital assets such as buildings, furniture, equipment and vehicles. They are investments made at irregular intervals, but they cover a time span of several fiscal years.

The amount of recurrent expenditure you need in your school is determined by the growth of your school, that is, by the number of pupils and teachers, by the extension of facilities, and by any improvements in the economic position of the government or in the re-allocation of finance by government from some other sector to education.

For ease of management you can sub-divide capital expenditure by differentiating between level (primary, secondary and tertiary) and within each of these between ongoing and new development projects. The purpose of classification is to provide you with a clear picture of the balance of resource allocation between new and ongoing projects.

Activity 2.6

Obtain a budget statement either for your own school or some other.

(1) Is the design of your sample traditional or is it a budget design which is related to school performance?

(2) What are the advantages and disadvantages of the design of your sample budget statement?

(3) How might you improve the design of the sample to fit the situation in your school? *1 hour*

Comments

A budget which is related to school performance is one which presents the purposes and objectives of the school for which funds are collected, the costs of the school programmes proposed to achieve the school objectives and the quantitative data measuring the accomplishments and work performed under each programme. This budget is suitable for long-term school strategies.

The advantages of such a budget are as follows:

1 It sets out each major school programme and what it is attempting to achieve.

2 It may be used as a good control mechanism to show value for money.

The disadvantage is that it is complex and costly to put together, usually requiring a computer. It is only suitable for big schools.

A traditional line budget looks at school programmes as if they have just been started.

Managing school budgets

After getting your budget approved by the appropriate authorities, you enter the next phase in which you have to implement, monitor, supervise and control the school budget. This is the most important stage of the budget cycle since a well managed budget should lead to more effective levels of achievement of the mission and objectives of your school.

Implementing the school budget

Activity 2.7

Considering the situation in your school:

(1) What do you do to implement your school budget?

(2) What procedure do you follow to release school money?

(3) What difficulties do you face while implementing your budget? *30 minutes*

Comments

Managing the school budget includes the management of its implementation. Once approved by the appropriate authority, your budget becomes the basis for your financial decisions in the school. Within the appropriation for various budget headings you are entitled to make commitments to spend money. Each type of expenditure you make can be subject to particular norms designed to guarantee that you follow the rules and good accounting practices.

School budgets are operated under specific headings called votes. Whatever expenditure you make in school should always be entered in a vote book under the appropriate vote headings. The use of a vote book is mandatory in accounting systems. Whatever financial transaction you make must be made on an expenditure voucher. You will learn more about vote books in Unit 5.

Using the school budget effectively

Budgets are estimates of income and expenditures and there may be changes as your school financial situation becomes more reliable. Your forecasts may therefore be revised during the course of the year. However, any decision to change the budget should follow the same procedure and restrictions as the main budget so that the budget remains a meaningful document and an effective tool of management and forecasting.

When you receive delivery of goods or services ordered, you should always settle the account promptly. You should calculate the exact amount involved as indicated on the supplier's invoice and compare it with the amount on the order. You can also settle the account by certifying that service was rendered. This certification makes it possible to issue a signed payment order, by which you instruct the school bursar to pay. It is advisable, to ensure that school funds are handled in accordance with the rules, that the authority of the head, who is the school finance manager, and that of the bursar, who is responsible for collecting the school funds and paying expenses, are kept separate. Having two people working independently of one another on the spending process leads to greater security in the choice of expenditure and the use of funds.

The bursar verifies the payment orders signed by the head. After checking that budget funds exist on the votes from which the orders must be paid and that the envisaged expenditure follow the rules, the bursar pays the creditor and records that fact in the books which have to be kept in accordance with the school ledger. In the case of a primary school, the head works both as a finance manager and bursar.

The recording of expenses and income is done by making a note of payments effected on a series of documents:

A log or journal: This lists in chronological order the payments made per day.

A vote book: This lists the orders paid out of any one vote.

You should always draw up summary documents periodically, as follows:

A statement of expenditure: This allows you to see to what extent school funds for various headings have been used.

A balance sheet: This allows you to check that there are no discrepancies between the various votes and to know the status of the school financial account at any one time.

Activity 2.8

Comment on the draft budget shown in Fig 2.

(1) Is this a line-term budget or a programme budget?
(2) How useful do you think it is?
(3) How could it be improved?

20 minutes

Fig 2 Draft budget for Thaba Primary School

INCOME		EXPECTED EXPENDITURE	
From MoE	17,450.00	Books	17,250.00
From Local Authority	8,650.00	Repairs	4,750.00
From PTA	27,380.00	Transport	5,500.00
Profits from tuck shop, garden, etc.	4,750.00	Office supplies	6,500.00
		Agricultural supplies	1,000.00
		Classroom items (chalk, etc.)	4,750.00
		Furniture	5,750.00
		Reserve Fund	10,230.00
TOTAL	58,230.00		58,230.00

Activity 2.9

Design an expenditure procedure you feel will assist you to use your school budget effectively.

45 minutes

Monitoring and supervising the school budget

Monitoring and supervising the school budget goes on throughout the year. However, at the end of the year, the total amount of income and expenditure is consolidated in a yearly financial account which is drawn up according to a strict procedure. This makes it impossible to camouflage operations in the books and makes it possible for the Ministry of Education and other bodies to check the accounts.

Monitoring your school budget requires you to do the following:

1. Check that expenditures are made in compliance with the budget authorisations.
2. Note whether there is a surplus or a deficit at the end of the year and whether there is the possibility of building reserves.
3. Assess the implementation of the budget with a view to preparing subsequent budgets more accurately.
4. Provide continuity in the school's accounting system, in as much as a financial account is established on the basis of the balance sheet of the previous year, and leads to the balance sheet of the following year.

The supervision of the school budget can be more or less extensive. It requires you to check whether the school's budget is really balanced and that all compulsory expenditures required by law are included and fulfilled.

Controlling school budgets

Controlling a school budget requires you to understand the financial status of your school and its priorities for expenditure. Controlling the budget means controlling the votes, that is, ensuring votes are not overspent, and that money received is put under the appropriate vote headings. Before you agree to any expenditure first check the vote to ensure there is enough money to cater for the expenditure. If there is no money you should either abandon the expenditure or seek permission from the appropriate authorities to re-allocate funds on the vote.

Summary

In this unit you have learned that:

- budgets serve as a plan designed to achieve a set of the school objectives
- budgets serve as indicators of areas of the school that require action
- budgets are used as a means of evaluating performance of the school head.

Mobilising Financial Resources

3

Introduction

In the implementation of any educational plan, programme or project, it is important that the necessary resources are available. There are four main types of resources which can be mobilised. These are human, material, time and financial resources. This unit will deal specifically with financial resources and how they can be mobilised.

Once the needs for human and material resources have been identified, estimates of the amount of financing required to deploy and use these resources effectively should be worked out. In Unit 1 sources of school funds were identified. They include the government, parents and the community, as well as the school itself through finance generating projects, such as a school farm and craft handwork. Mobilisation of any of these sources involves sensitisation, education, justification for the activities to be done and a plan for achieving the objectives. This unit considers the availability of finance, budgetary prioritisation in a school, the distribution and use of financial resources and possible extra-budgetary sources of financing.

Individual study time: 3 hours

Learning outcomes

By the end of this unit you should be able to:

- mobilise available finance
- organise financial resources based on the budgetary priorities set within the school
- demonstrate skills of distribution and the use of school financial resources by budget items
- describe how to make provisions for additional sources of finance for school projects and programmes.

Mobilising available finance

Activity 3.1

(1) List the four types of resource which are needed for the implementation of school projects or programmes and which were identified in the Introduction to this unit.

(2) Identify the three major sources of school finance which were identified in the Introduction to this unit and which were discussed in Unit 1.

20 minutes

Financing availability

Financing availability may be described as the percentage of public expenditure given to education. In the case of an individual school, financing availability can be considered as a percentage of education expenditure on the appropriate sector. The examples below illustrate how financing availability can be determined.

EXAMPLE 1

If in 1991/92 the total government expenditure was shs 95.5 billion and total expenditure on education was shs 11.3 billion, what was the financing availability?

(Note: shs = shillings)

Govt. expenditure = shs 95.5 billion
Education expenditure = shs 11.3 billion
Financing availability in percentage terms = $\frac{11.3 \times 100}{95.5}$
= 11.8%

EXAMPLE 2

The education expenditure on primary education in 1991/92 was shs 4.74 billion. If Mengo Primary School was getting a capitation grant of shs 20,000/- per student per year and the enrolment of the school was 1000, calculate the financing availability.

Education expenditure on primary schools = shs 4.74 billion
Expenditure on Mengo Primary School = 20,000/- x 1000
= sh 20,000,000/-
Financing availability of Mengo Primary School in percentage terms = $\frac{20\text{m} \times 100}{4740\text{m}}$
= 0.42 %

Activity 3.2

If in 1992/93 government expenditure was shs 197.5 billion and expenditure on education was shs 18.5 billion, calculate the financing availability for education.

10 minutes

Comments

As defined earlier, the financing availability for education is the percentage of government expenditure allocated to education. In your calculation you should have discovered that the financing availability for education in 1992/93 was 9.4 per cent.

Activity 3.3

In 1990/91 Kasongoire Primary School had an enrolment of 850 pupils. If each pupil was given a capitation grant of shs 25,000/- calculate the total amount of money spent on the school. If in the same year the government spent shs 1,080m/- on all primary schools in the country, what is the financing availability of Kasongoire Primary School?

25 minutes

Comments

First work out the total amount of money available to Kasongoire Primary School by multiplying the enrolment by the capitation grant for each pupil. Then find what percentage this amount is of the total expenditure on primary schools. In your calculation you will find that the financing availability of Kasongoire Primary School is 1.97 per cent.

Most African countries have low financing availability and because of this, government and communities need to mobilise additional financial resources. It should be noted that mobilisation of financial resources for education is strongly affected by changes at both the national government level and education sector level. Readjustments in expenditure from, say, military spending might be diverted to education. In some countries government priorities are directed to providing the infrastructure (such as roads, electricity and water) to support economic development. The balance of argument in the 1990s is now back in favour of additional funding for education, particularly for basic education (literacy and numeracy) and for disadvantaged groups, such as those living in rural areas, and, in some countries, women and girls. Schools should take note of this and, as far as possible, adjust their plans or projects accordingly. School heads should try to ensure that they are receiving a fair allocation of funds, particularly those from government sources.

Budgetary prioritisation in a school

Because an institution's financing availability might not meet all its educational requirements priorities have to be set. Educational planners, including school heads, seek to channel resources to the educational activities which will have the greatest impact and are likely to be able to solve educational problems. Prioritisation involves putting first things first, that is, deciding on the activities that must be done before others are carried out. The countries which define their sectoral priorities in accordance with an overall development policy have more chances for mobilising resources for education.

Likewise the head of a school should arrange developmental activities in order of importance, so that funds may then be allocated.

Activity 3.4

(1) List all the activities or items on which you would like to spend money in the next financial year. (Perhaps set yourself a limit of ten items – and please make sure the items are realistic!)

(2) Rearrange them in order of priority. *30 minutes*

Comments

There is a wide range of activities or items which you might have identified, for example, purchase of teaching materials, stationery, furniture, co-curricular equipment and farm implements; construction of a classroom block, teachers' houses and a library; repair of a leaking roof, painting of a dormitory and purchasing a pick up for school transport; staff allowances and wages and a party for staff, etc. Considering the importance of each item you should be able individually or in a group to prioritise the items.

Prioritising may mean having to make hard choices. Clearly the leaking roof must come before a party for the staff, since it is necessary to stop more damage being done. Some decisions relate to direct improvements in the teaching and learning environment, whilst others are more to do with personnel and welfare matters. Thus would money spent on a teacher's house be more beneficial than building a library room? How about balancing say, four less expensive things against one more expensive item? Perhaps you suggested in your answer that you might concentrate on different types of things from one year to the next; so this year you could target one more expensive item and next year give something to each area.

Activity 3.5

You are the head of a certain school and your plan is to establish a school farm in order to be more productive and become self-reliant.

(1) List all the activities that will require funds.

(2) Arrange the activities in order of priority to facilitate the mobilisation of resources.

30 minutes

Comments

Some of the items you may need to set up a farm include the purchase of implements, seeds, animals and pesticides, the hire of a tractor, storage facilities, transport of produce, etc.

Distribution and use of school financial resources

In general, financial resources are scarce and this scarcity can be made worse by the inappropriate distribution or misuse of such resources. It is, therefore, necessary to rationalise all expenditures. This can be achieved by drawing up proper criteria for resource distribution and thus to reduce imbalances. Inequalities frequently exist in the sharing out of resources committed for education. One such inequality is the way that resources are distributed between urban and rural schools. Normally the urban schools are advantaged while the rural schools are considered marginal in matters of education and other social services. Another inequality occurs when the resources allocated have high administrative costs which limit implementation of projects.

From the national point of view the distribution of financial resources for the education sector is affected by pressure from other sectors for which there seems to be greater justification regarding the distribution of funds. It is true that in the education sector significant results are reached only in the medium or long-term, while in other sectors they are realised in the short-term and often with greater efficiency.

It is important to note that often the good use of financial resources is limited by administrative problems. Utilisation is satisfactory when:

- the allocation of funds takes account of the activities to be carried out
- there is the capacity to use the funds committed
- resources are provided in time
- expenditure is properly accounted for and is according to priorities.

Activity 3.6

Mention two factors that cause inequality in the distribution of financial resources.

10 minutes

Comments

You may have listed the inequalities mentioned in the first paragraph of this section or others. Inequalities may arise when more importance is given to preferred levels of education, or between boarding and day, or within a given school when more importance is given to examination classes than to lower classes.

Activity 3.7

(1) Give reasons why financial resources for education are limited.
(2) What are the conditions that can ensure the satisfactory use of financial resources?

20 minutes

Comments

Considering the number of sectors sharing the national revenue, education gets a smaller share as it is not a productive sector in the short run. Among the necessary conditions for the satisfactory use of resources can be included:

- the capacity to use available funds
- the provision of funds in time
- the proper accounting for expenditure based on priorities.

Possible extra-budgetary sources of finance

Most of the financial resources for the different levels and types of education are provided by the public sector. In Uganda the situation is different: government contributes between 10–15 per cent of the revenue needed to meet most of the educational requirements, while 90 per cent is obtained from other sources. There has to be a constant search for other sources of finance. Parents have played a big role in meeting the largest part of education costs.

In education systems the most important component is personnel since the sector makes intensive use of human resources. In other words, the running or recurrent costs reach much higher levels than investments.

Among extra-budgetary sources the contributions which the parents and the community can make constitute an important supplementary way of mobilising financial resources allocated to education.

Resources mobilisation strategy

In order to mobilise extra-budgetary resources a strategy is needed, which may involve the following aspects:

1. To increase financial resources for education, account should be taken of the fact that it is important to improve the lot of disadvantaged population groups since they provide continuing examples of social inequalities.
2. Non-budgetary resources should be sought urgently to supplement those coming from government and tuition fees, taking into account each school's characteristics.
3. Despite the lack of appreciable economic impact made by the non-budgetary resources, it is desirable to mobilise them to promote participation of the population in solving community problems.
4. Extra-budgetary resources should be sought to reduce unit costs and improve the implementation of plans or projects, taking into consideration the financial burden imposed by the labour intensive use of staff.

It is difficult to find additional sources of financing, given the great variety of sources already used in most countries. For the most part it is only a matter of using differently those sources which are already being used. For instance, in organising fund raising, it is the parents, as well as the relevant ministry, who are likely to contribute to the school funds.

There are a variety of ways of mobilising financial resources which are commonly used in some schools. Some of these have already been mentioned in Unit 1. They include the following:

1. A Special Education development tax: this can be restricted to an area within which the school is located, for instance a subcounty or a county, or a district.
2. Fund raising functions: these may involve activities like raffles, drama, concerts, charity walks, collecting various items and auctioning them, cash donations.
3. Contributions or donations by private companies.
4. Special grants by government for specific activities.
5. Sales of school products.
6. Borrowing from financiers provided security is guaranteed.

Activity 3.8

Examine the various ways of mobilising financial resources and determine which one of them gives the best returns. What are the risks for each of them? Can you mention any other ways you consider important but which have been omitted?

30 minutes

Summary

In this unit you have been able to learn a number of concepts or ideas concerning mobilisation of financial resources.

These can be summarised as follows:

1. The main types of resources are human, material, time and financial resources. These need to be mobilised to facilitate implementation of the school plans, or programmes, or projects.
2. To mobilise financial resources one must consider the financing availability, which is the percentage of the public expenditure given to education or, in case of a school, it is the percentage of the education sector expenditure given to that school.
3. Budgetary prioritisation is the arrangement of items or activities in order of importance and allocating money which will facilitate their execution. Often there are inequalities which arise in the distribution of financial resources nationally as well as at the school level. Great care must be taken in distribution of the available funds.
4. As the financing availability is extremely small, a search for extra budgetary sources of financing educational activities has to be carried out.
5. Various mobilisation strategies should be used to obtain the necessary funds in order to implement the school plans.

UNIT 4

Basic Framework & Mechanism of Financial Management

Introduction

In the first three units, you have learnt how to identify sources of school funds, budget for and secure the funds. Financial management, amongst other things, involves recognising and respecting authorities, regulations and practices governing the receiving, keeping and spending of funds. In this unit you will learn about the basic framework and mechanisms of financial management and gain experience in applying appropriate financial management practices and skills.

Individual study time: 6 hours

Learning outcomes

By the end of this unit you should be able to:

- describe the basic framework of financial management
- state the authorities, rules and regulations governing school funds and the receiving and banking of school funds
- describe the practices for book-keeping in schools and the use of inventories
- outline safeguards for the security of school funds.

Basic framework of finance management

Activity 4.1

Before you proceed to look at Unit 4 in detail, please revise Units 2 and 3 by looking back on the sources of funds for your school budget and answering the following questions:

(1) How much funding did you secure from each source?
(2) Which source was most reliable? Why?
(3) Over what period did the funds come into the school?
(4) Is the amount collected more or less than budgeted?
If less, how and when do you envisage filling the gap or achieving your planned target?
(5) Are your priorities still the same?

1 hour

Comments

You will realise that funds coming into a school are not entirely certain and are often not adequate. To manage these limited funds, the school head, as a public employee and the accounting officer, must be guided by the basic framework and mechanisms of financial managment.

Framework for managing school funds

Activity 4.2

(1) Considering your school, identify and describe the framework in which you as a head manage the school funds.
(2) How flexible are you in deciding what to spend funds on and under what circumstances?
(3) How free are you to make purchases?
(4) What are the national as well as school financial policies within which you operate?
(5) How do you allocate funds and operate votes?

1 hour

Comments

Your answers in the above activities are likely to bring out and include the following:

KEEPING ACCURATE FINANCIAL INFORMATION

You are expected to keep complete and accurate financial information and to present this information properly. This information should include sources of revenue and accurate entry of expenditure, avoiding errors or omissions as much as possible. Proper presentation further demands that you always put any required financial information under the correct heading and in the correct place.

The information should be arranged under broad headings, such as transport, and then put under smaller headings, such as petrol, vehicle maintenance. Preferably you should present the information under appropriate, clearly understood headings in a layout based on the way in which education is actually provided. This will enable you to compare costs of the range of services offered by the school.

FLEXIBILITY AND FREEDOM WITH RESPONSIBILITY

In managing school funds, you should enjoy some financial freedom and flexibility to enable you consider a range of options. This demands a high sense of responsibility in order to use the freedom and flexibility effectively.

VIREMENT (SWITCHING EXPENDITURE)

In a school with a well-organised financial management system overall types of virement can be applied. Under this system you, as the head of the school, can always agree with the governing bodies to switch expenditure between one heading and another if they so wish and if need be.

This depends on how you have prioritised the school services.

PURCHASING FREEDOM

It is important for you as the head to enjoy freedom of purchase. Lack of purchasing freedom restricts the freedom of schools as consumers and delays the purchasing process.

FINANCIAL POLICIES

The school should have financial policies to guide the financial administrators and managers. These policies will assist financial control and regulate the processes of receipting, keeping, withdrawing and expending funds. However these policies should not clash with the official national policies on school finances.

PROPER ALLOCATION OF FUNDS

To manage the school finances you should be conversant with what each department has and what it needs. Involving teachers and heads of department in this process is very important.

Authorities, rules and regulations governing school funds

It is important that you are equally conversant with the authorities, rules and regulations that should guide you in the effective handling of school funds.

Tuition fees

Activity 4.3

Reflecting upon the situation in your school:

(1) Who establishes the level of school fees? Where is this stipulated?
(2) Who pays tuition fees to the school?
(3) What rules and regulations governing fees, originate at:
  - national;
  - district;
  - school level?
(4) To whom is the school head accountable over tuition fees?

40 minutes

Comments

Tuition fees are gazetted, therefore government is the authority for these funds, which must be expended as the law dictates. In the above activity your response might have indicated that at national level, relevant government authorities are likely to determine the level of fees, sources of fees and their purpose.

At district level, the District Education Officer and Treasurer are likely to monitor the use of fees in schools under their jurisdiction. In some cases they may determine the level and purpose of the fees. Whereas at school level, the management committee or board of governors decides on specific items to be purchased and guides you the head to purchase and account for the fees. This information should be found in government statutes and standing instructions.

Grants

Activity 4.4

Grants are funds that government or other non-government organisations give to run schools. Reflecting on your school situation:

(1) List the various sources of grants to your school.
(2) What activities or items are financed from grants in your school?
(3) Who decides on how to spend the grants? *20 minutes*

Comments

Guidelines on the management of grants are usually contained in the rules and regulations of school governing bodies. Grants are managed and controlled in a similar way to school fees except that they have to be spent for the purpose(s) indicated against the grant. Some grants have specific uses, for example, salaries; other grants may be spent flexibly, for example, block grant.

PTA or community group funds

Activity 4.5

(1) Does your school receive Parent-Teacher Association funds?
(2) If so, how are PTA charges levied and controlled?
(3) What items are financed from PTA funds in your school?
(4) What other community groups contribute funds to your school?

30 minutes

Comments

Your answers might have included the following:

1. PTA funds are not government gazetted fees.
2. They include funds that are voluntarily paid by parents as decided in the general meeting of the PTA.
3. The funds are levied for the purpose agreed upon by the members of the association but approved by the school management committee or governing board.

Since you are the day-to-day administrator of the school, the responsibility for collecting and banking this money rests upon you, and you are accountable to the executive of the committee and the electorate. The management committee or the board of governors controls the PTA funds by ensuring that the money is expended in the manner and for the purpose agreed upon by the members of the PTA and approved by the governing body of the school.

Other funds

Activity 4.6

(1) List other sources of funds for your school.
(2) Do you declare funds from extra sources to school authorities?
(3) Who decides on their use?
(4) Do you include them in your budget? *20 minutes*

Comments

All funds obtained from other sources are also controlled by the school governing body, that is the school management committee or board of governors, which must sanction their expenditure. You are the accounting officer of the school for these funds.

Receiving and banking of school funds

It is clear that funds coming into the school must be received according to set procedures and kept safely. A receipt book is one of the commonest books of account. It is used in the process of receiving funds into a school.

Receiving funds

Activity 4.7

(1) Describe how you officially receive money in your school.
(2) What kind of information do you record about funds received?
(3) Look at the receipt leaf shown in Fig 3 and list the main information included on it.
(4) Describe the use of a receipt.

20 minutes

Fig 3 A receipt leaf

No. 002

SCHOOL FEES RECEIPT
Nkumba Primary School
P.O. Box 17, Entebbe

Date __________

Received from ______________________________

the sum of ______________________________

being payment of ______________________________

Shs ______________________________

Cash/Cheque No. ______________________________

Received by ____________________ Signature ____________________

Comments

Typically in a school, funds come in cash, cheques, or drafts. These monies must be received properly and kept safely.

A receipt book is designed for receiving real cash or cheques. A receipt must be made or written out immediately on receiving the cash money or cheque, and the original should be sent or given to the person(s) who has/have made the payment.

A receipt is used in a school to:

- acknowledge receipt of cash or cheque in settlement of school dues
- to provide proof to the school that the student has paid
- provide information for the cash book.

It bears the following basic information:

- the name of the person who paid the funds
- the name of the person who received the funds
- date received
- purpose of the funds
- type of funds (cash, cheque, etc.)

If money has to be kept before banking, it must be under lock and key or in a safe to avoid theft or damage by fire, etc.

Banking

The head of the school should first bank all school funds and then withdraw as and when necessary. You should avoid using cash before it is banked as much as possible.

Activity 4.8

For your school:

(1) How do you open an account?
(2) How many school accounts do you have?
(3) How were these decided on?
(4) Who are the signatories to each account?
(5) What documents do you use in banking?
(6) List the various types of bank accounts which a school can use.
(7) What is the use of the following bank documents?
  - a deposit form;
  - a balance request form;
  - a signature specimen card;
  - a bank statement.

30 minutes

Comments

The school can have as many accounts as found necessary by the governing body. It is always advisable for a school to deposit its excess revenue on fixed deposit accounts which generate higher interest. Each account usually has two or three authorised signatories, two of whom must sign a cheque before the bank can honour it. It is common practice that the chairman of the board of governors or management committee is a signatory. These signatories are usually introduced to the bank by the responsible officer.

The following are some of the bank accounts that can be opened and used by schools:

1 Current accounts (of various types) have deposit books both for cash and for cheques. Cheque books are used for withdrawals or transfer of deposits. Interest payment on the balance is usually high, for example, 20 per cent per annum.
2 Savings accounts.

3 Fixed deposit accounts/time receipts, where the customer is given a receipt and is only allowed to withdraw the money when the receipt matures.

Withdrawing funds

Activity 4.9

(1) What bank and school regulations govern withdrawal of funds in:
- current accounts;
- savings accounts;
- fixed deposit accounts?

(2) Describe the steps you usually take to draw money for your school.

(3) On a cheque, identify the branch, the account number, the cheque number and the drawer and payee.

20 minutes

Comments

Funds are withdrawn using a withdrawal form or a cheque leaf.

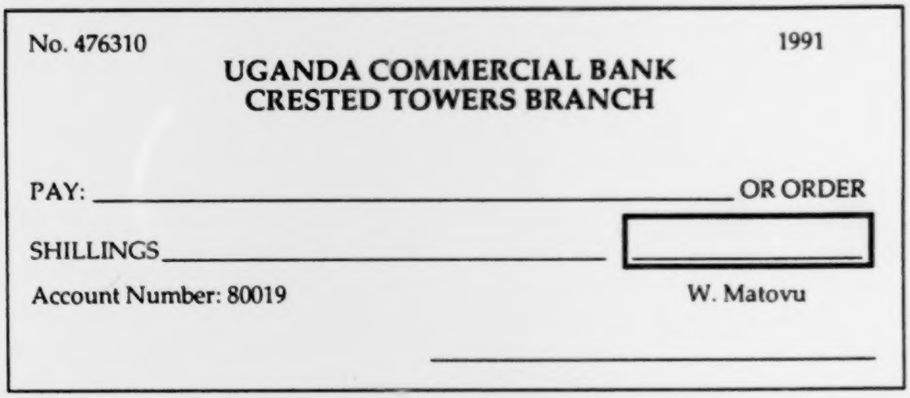
A typical withdrawal form is shown in Fig 4 and a typical cheque leaf in Fig 5.

Fig 4 Typical withdrawal form

Standard/Chartered			**Savings Withdrawal**			
Standard Chartered Bank Uganda Ltd.			Date:			
Branch		Transaction Type	Account Number			
Name						
Cashier's Stamp		1000/-				
		500/-				
		200/-				
		100/-				
		50/-				
		20/-				
		10/-				
		5/-				
		coins				
Signed						

A cheque is a written order directing the bank or bankers to pay money as therein stated.

Fig 5 A typical cheque



No. 476310 1991

UGANDA COMMERCIAL BANK
CRESTED TOWERS BRANCH

PAY: ______________________________ OR ORDER

SHILLINGS______________________ ☐

Account Number: 80019 W. Matovu

____

Book-keeping

To facilitate accountability and keep records and to enhance planning and overall financial performance, the school must keep clear and accurate information of all its financial transactions. This is called book-keeping.

Activity 4.10

(1) List all books of accounts which you use in your school.
(2) Which of these are used in handling
  - the receiving of funds;
  - the withdrawing of funds;
  - expenditure;
  - balances?

30 minutes

Comments

Your list of books may have included the following:

VOTE BOOKS

This is a book in which records of items and amounts of money approved to be expended per term are kept. This book should be consulted before spending is undertaken, as it is a safeguard against overspending in any one area.

VOUCHERS

Before payments are made, vouchers have to be written. A voucher explains the reasons and authority for the expenditure. A school should have and keep vouchers showing the details of financial transactions in the school.

LOCAL PURCHASE ORDER (LPO)

The LPO is used for identifying and authorising local purchases voted for in the school. This is an agreement made between the school and a supplier that the school is ready to purchase the item at an agreed price. The LPO book should always be kept under lock and key as some bad elements may use it wrongly.

CASH BOOK

This is the book where all cash transactions are recorded each day.

GREEN BOOK/PETTY CASH

Money which is disbursed for official purposes is recorded in the green book or petty cash book.

CHEQUE BOOK

A cheque is a written order directing the bank or bankers to pay money as therein stated. One should insist on obtaining receipts for any payments made by the school. Where official receipts are not available it is advisable to use petty cash vouchers to serve as written statements supporting the expenditure.

JOURNAL

It is very important for a school head to record all financial transactions in the journal. The journal has to be written every day. This is the first step of the accounting cycle of the school. See Figure 6.

Fig 6 Sample of journal entries

DATE	PURPOSE	AMOUNT
1/1/91	20 cartons of school chalk	400,000/-
	16 dusters	32,000/-
	20 bags of cement	120,000/-
4/2/91	10 bags of flour	200,000/-
	5 bags of sugar	50,000/-
	2 bags of salt	40,000/-
	200 school reports	100,000/-
6/4/91	200 envelopes	3,000/-
	40 packets of pins	12,000/-

FINANCIAL LEDGERS

These are the books where the head of the school posts the information provided in the journals. The purpose of ledgers is for recording the financial transactions of a school as they occur. See details on page 44.

TRIAL BALANCE

This is the list of all the accounts used by the school. It is used to summarise the effect of all transactions on the school accounts and show how each account is being used.

Trial balances help heads know the balances of each account and whether the school's records match those of the bank. Also they help check whether budgets are being adhered to.

FINANCIAL STATEMENTS

These are the statements made by the head to convey information on the financial position of the school at a particular time. Often they are presented to the board of governors for discussion.

BALANCE SHEET

This is the financial statement produced at the end of the school year which shows the financial position of the school. The normal practice is that the head of the school submits the balance sheets to the authority that approved the school budget, that is, the board of governors.

INCOME STATEMENT

The income statement summarises the extent to which profits or losses in an account are occurring. In it, revenues and expenditures are compared in order to project the profits or losses. It is also prepared at the end of the financial year.

BLACK BOOK

This is a record of the outstanding debts of the school.

GENERAL STORES INVENTORY BOOK

This is a book where records of equipment and tools are kept. The purpose of this inventory book is to enable the school administration to keep track of school property and plan for the future supply of such property whenever needed. The items should be clearly arranged. Provision should be made to record both acquisitions and dispositions of items kept. The head has to ensure that no items are stolen or sold out, and that an item which should last one month does in fact do so.

In this book acquisitions and dispositions resulting from deployments in equipment are posted from books of inventories.

Security of funds

Care must be taken to ensure that monies received into the school are safely handled and expended only by authorised persons as officially planned.

Receiving funds

Activity 4.11

(1) Where do you keep your cash, etc. in the school?
(2) What safety precautions does your school have?
(3) What financial risks are likely to occur in your school?

10 minutes

Comments

Cash or sensitive books of accounts must be kept under lock and key and, if possible, in a strong safe to guard against fire, theft, burglary, forgery and pests.

During banking

Ensure that you carefully fill in banking forms and retain and file copies of the deposit forms. Also note:

BANK STATEMENTS/BANK RECONCILIATION

These must be received on a monthly basis and compared with what is in the ledger and these must agree. Any discrepancies must be reported to the bank manager immediately.

ACCOUNT BALANCE

The bursar should always ask for the account balance when he comes to the bank. This account must be signed by the manager and the accountant, and not the ledger keepers. Why?

BANK STAFF

The bursar should avoid getting used to one bank staff member doing everything as this encourages forgery, or complicity.

STOP PAYMENTS

Once the cheque book is misplaced or has some leaves missing, immediate report should be made to the bank to stop payment, otherwise the money can be paid to wrong elements.

Withdrawal of funds and prevention of forgery

Activity 4.12

(1) How do you withdraw money from your school accounts?
(2) List ways in which money could be stolen from an account.
(3) List possible precautions against these.

20 minutes

Comments

CHEQUES

1 When you write the figures in words on a cheque, there should be no space in between the words. Any space left at the end of the word 'only' should be covered with one ruled line.
2 The amount in figures and all parts of the cheque must be clearly written and the remaining areas uncovered should be covered by double ruled lines.
3 The following figures should be watched carefully as they can easily be forged: 9, nine(ty) 8, eight(y) 7, seven(ty) 6, six(ty) 4, four(ty).
4 Change of signatories should be communicated to the bank immediately.
5 Any alteration on the cheque must be countersigned by both signatories. However, where the alteration involves altering both the amount in words and in figures, a fresh cheque should be written and the wrong one cancelled.
6 The counterfoil must be countersigned by both signatories and the amount on the cheque must agree with the amount on the counterfoil.

It is important to write at the back of the counterfoil the reason for the withdrawal.

7 The cheque book and all important accounting documents and banking documents must be kept under lock and key by the responsible officer.
8 No cheque leaf must be signed when blank as this can be stolen and used in forgery.
9 Every time a cheque is written the remaining cheque leaves must be counted and must also be used in their serial order. Watch out for cheques taken from the back of the book!
10 For cash cheques both the face and the back must be signed by both signatories and must bear the title of account on both sides. The person receiving the cash must have his/her name and identity written by him or her and signed at the back of the cheque.
11 A school cheque should normally require at least two signatories – either the head of school or deputy and the person concerned with school book-keeping, in other words, the bursar.

USING CARBON PAPER

All financial papers should be signed directly and not on a carbon, as an unscrupulous clerk can put some blank vouchers in and the officer will sign.

SIGNING WITHOUT SECURITY

No voucher or cheque should be signed without first scrutinising it. Signing when one is too busy or too tired can encourage lack of security.

SIGNATURES

Signatures should not be so simple that they can easily be forged. Many people keep two signatures – one for bank purposes and one for other duties.

SAVING ACCOUNTS

The person depositing should ensure that the bank employee initials or signs for the balance posted in the passbook, as sometimes the passbook may be posted when actually the deposit slip has been destroyed and money taken. Periodically the balance in the passbook should be compared with that on the bank's ledger card.

Summary

In this unit you have learnt the following:

1 School funds are managed within specific authority guidelines and a framework which must be clearly known.
2 School heads must learn to receive and bank school funds properly.
3 Books of accounts of school fees must be kept properly.
4 All possible care should be taken to ensure security of funds.

Expending & Accounting for School Funds

5

Introduction

The effectiveness and efficiency of the education system largely depends on the quantity and quality of the instructional materials available. Because the purchase of instructional materials requires large sums of money it is vital that school heads know how to manage school funds.

Individual study time: 7 hours

Learning outcomes

By the end of this unit you should be able to:

- define expenditure
- define finance
- identify the procedure of expending school funds
- explain accounting procedures in the management of school funds
- display some knowledge of management and controlling of school funds
- practise proper accountability procedures for school funds.

Financial resources and management in schools

This unit does not comment on the various sources of school funds nor on the need for proper budgeting in schools. These have already been discussed in Units 1 and 2. The present unit will therefore deal with:

- the procedure for expending school funds
- the processes of controlling school expenditure
- accountability of school funds.

Before we do so, remind yourself of what was covered in Units 1 and 2 by doing the following:

Activity 5.1

(1) Briefly explain budgeting.
(2) What is income and what is expenditure?
(3) Differentiate between line-term and programme budgets.
(4) What is finance?
(5) Explain financial management.

30 minutes

Comments

The following are useful additions to the answers you may have given:

1 Budgeting is a process of preparing estimates or the statement of expected income and proposed expenditure.
2 Income refers to how the amount to be used will be raised and how much it is.
3 Expenditure is the amount that was/will be allocated to be spent on various functions.
4 Programme budgets are benefit oriented, based on set goals, while line-term budgets are cost-oriented.
5 Finance refers to money and other resources which assist the school in achieving its objectives.
6 Financial management covers the administration of financial resources including money and how to generate it.

The proper management of school funds is an important component of good school administration. Funds constitute the nerve centre of the school. They must therefore be properly managed for the school to achieve its objectives.

Procedure for expending school funds

This is referred to as the implementation stage of the budget or budget administration. In practice this is the execution of planned school programmes with proper expenditure of funds as shown in the approved budget. The budget becomes a very important document for managing the finances of the school. Before beginning to implement it, you need to explore its structure so that you understand its basic requirements, as well as the opportunities and threats it may present.

Activity 5.2

(1) Reflecting on your experience as a school head, find out the following:
- the procedure for expending school funds in your country;
- current financial regulations on the management of school funds;
- the authority which issues the regulations.

(2) Study your findings and indicate how they assist you in performing your function or whether they create problems.

1 hour 30 minutes

Comments

In addition to what you have found out the procedures for expending school funds are usually as follows:

Regulations

The Ministry of Education issues specific instructions with regard to the spending of and accounting for funds. For example:

1 Funds released by the MoE for one purpose should not be diverted for another purpose (see note below).
2 It gives guidance on how much you can spend within the usual procedure on a particular item.
3 It compels you to obtain approved authority for spending on an item.
4 All expenditures incurred should be recorded in an acceptable manner according to the Standard Accounting Practice (SAP).

If the need for expenditure arises, contrary to the approved budget, written authority should be sought from the MoE or the governing body or PTA. Discuss with your colleagues the implications of the regulations in your country related to this issue. What problems have arisen recently?

Procurement procedures

It is advisable to use the Tender Board or Purchasing Body to control expenditure. If there is any bidding, it is done by the board of governors through its Finance Committee. Interested parties are not allowed to supply goods/services to the institution. It is not always easy to protect yourself from this last problem.

Proforma invoice

A proforma invoice is issued when payment is made before goods are delivered. When one cannot be obtained an officer responsible for implementing a task raises a claim in respect of the task and submits it to you for approval. Then the funds so approved can be released.

Order forms or delivery notes

The purchase of goods, furniture or maintenance works should be done by order forms or delivery notes. You must ensure that goods and services ordered are delivered before signing the delivery notes.

A cheque

This is made to ensure that the order to pay is legal. You should check if the payment claimed was effected; that goods/services paid for were delivered; and that the transaction was properly recorded. It is improper for you to ask the chairman of the board of governors/PTA executive committee to sign a blank cheque or for a cheque to bear only the signatures of yourself and the bursar.

Financial flexibility

If flexibility is possible, the total amount of money available to the school can be enlarged and better value gained. It can be done in two ways:

Borrowing of funds from one vote to another: Internal borrowing is justifiable because underspent accounts can compensate for overspent accounts. For example, maintenance of vehicles (a very expensive item) may lead to borrowing from general accounts. Internal borrowing also helps to counteract uncontrolled prices and inflation. However, such adjustment must be done with the approval of the governing body.

Carrying balances forward: An increasing number of institutions carry forward unspent capitation from one year to another; and over-spending is carried forward as a deficit to be paid off next year. There are three advantages of this practice:

1 Institutions can plan their expenditure if necessary outside the limits of one financial year.
2 There is no risk of losing unspent funds.
3 Schools spend less time on administration of funds, because there is no longer any need to balance expenditure exactly against income.

Activity 5.3

Recollect what you have read and thought about in this section of the unit and write answers to the following:

(1) Name the items on which a school spends money.
(2) Give reasons why there is a need for you to be flexible in financial management.
(3) Name two ways of effecting financial flexibility.
(4) Explain 'capital' and 'recurrent' expenditure.
(5) Group the items you buy for your school into the above categories.

1 hour

Accountability of school finance

Definitions

Accounting: This involves checking to ensure that the order to pay is legal, that payment is effected and recorded in the general financial account covering all money spent in accordance with the budget.

Financial information: This is not useful unless it is expressed in monetary terms like internationally acceptable currencies, such as dollars, pounds sterling, yen, etc. or local currencies, such as the naira, cedi or shilling.

Accountability: This refers to budget control. It is the evaluation and guidance of budget administration activities throughout the school's fiscal year.

Budget control: This acts as a device for assuming accountability to prevent misappropriation, embezzlement and illegal spending of funds. It deals with monetary records, which keep account of how money is spent, and therefore helps planning for the future.

Activity 5.4

In view of the definitions of terms given above:

(1) Name some of the finance records you use when accounting for school funds.
(2) Give reasons to justify the use of such records.
(3) Describe the accounting principles involved while making financial records.

30 minutes

Comments

Make sure you have included the following in your points:

The importance of financial records

Financial records are records of day-to-day financial operations in a normal situation in school administration. These records are important because:

- they are the basis for decision-making on any financial matters
- they provide a means of tracking the growth or decline of the school's assets or liabilities
- they form the basis for determining the value (appreciation or depreciation) of school property
- they are guidelines to indicate the financial position of the school.

Budgetary records

They are systematic ways of accounting for budget implementation by keeping basic records. The following documents are essential for a school or college for the effective handling of funds :

RECEIPT BOOKS

All payments and receipts should be presented with the proper evidence. You should have receipt books whose leaves/pages must be numbered to enable the detection of lost leaves or receipts. Receipts should be issued at least in duplicate for money received, for example, fees. They must also be received for money paid out.

The receipt is the first evidence of cash spent or received.

THE VOUCHER

This can be in book form or in loose sheets which can be filed. It is a document detailing the purpose of any payment made, the date of the payment, the amount, the budgetary vote or item within which the expense is being incurred and the authority that has sanctioned the payment. An example of a payment voucher is given in Fig 7.

Note that:

1 The voucher has to be written and signed first before money is released.
2 It must bear a number that can be quoted.
3 Receipts obtained after purchases must be attached to the voucher.
4 This document informs one as to how public money has been used.

THE CASH BOOK

This is a book into which information is entered on a daily basis, giving details of money received, such as fees and money paid out, such as for buying school chalk. This book has to be balanced daily so that cash received that day must be balanced against cash spent on the same day. That way, you are immediately aware of the day's collections and spending.

Cheques received or paid out all form part of the day's income and expenditure respectively.

A LOG BOOK OR JOURNAL

As financial controller you should open a log book in which all financial transations are recorded each day. This book can be referred to as a journal, that is, a record of financial transactions done on a daily basis.

Fig 7 Example of a payment voucher

Name of School: MAKERERE COLLEGE SCHOOL
General payment voucher: No.1
Dr to Mrs BROWN P.O. Box No. 7062 KAMPALA
Note: This voucher should be written in duplicate

DATE	ACCOUNT/ITEM	DETAILS	SHS	CTS
01/07/91	Games and sports	Being purchase of one volley ball net as per receipt attached	25,000	50
			25,000	50

By cheque No.______________ by cash ______________
Amount in words:
Payment of the sum is hereby authorised:

Date__________ Sign ________________ HEADTEACHER

Pass for payment:
Entered into cash book

Date ________________

Sign ________________

Signature of payee or paying official ______________________________

Date:________________

FINANCIAL LEDGERS

For records of account to be meaningful, information from the journal should be posted in ledgers. These account books record the gains and money spent by the school on particular days. The record emphasises the items in the income and expenditure sides and the net balance for that date.

The following are the types of ledgers operated in schools and colleges:

The General Ledger: This is a book that contains all major items of the budget, for example, food, lighting, stationery. A few pages are allocated to each budget item and on these pages are recorded the daily expenses made under the particular item. An example is given in Fig 8.

Note that all information in receipt books, vouchers and cash books have ended up in the ledger. It offers a clear picture as to which items are frequently purchased.

The Fees Ledger: This ledger records all information on each student's fees payment, that is, date, amount, total paid to date and balance outstanding, or carried forward. At a glance it is easy to assess the extent of fee collection, to obtain a list of fees defaulters and to know accurately how much fee money is still outstanding. The information has to be recorded as soon as the fees are paid in order to avoid problems caused by the loss or misplacement of receipts and receipt books or accumulation of work.

Fig 8 Example of a General Ledger

DATE	VOUCHER NO.	FOOD	EXPENSES	
			SHS	CTS
08/5/91	192/8	Beans	750,000	00
12/5/91	192/8	Cooking oil	100,000	00
07/6/92	193/50	Sugar	850,000	00

Credit Ledger/Black Book: This is a book that contains the list of the school's debtors, the amount owed to the school by each, dates when settlement was made and the outstanding amount still to be paid. It is necessary to keep checking this book to ensure that your school has recovered what is due to it. You ensure this by keeping the entries in the book up-to-date.

Vote Book: This is a book which essentially shows how much is left of the vote for an item. It records the total amount voted for the item as per the budget, the daily purchases made under that item and the balance left after these purchases. It makes it easy for you to see whether you are overspending or not and is a particularly useful check on high spending. It is therefore advisable that you maintain a Vote Book. You will find an example in Fig 9.

Fig 9 Example of a Vote Book

ITEM VEHICLE MAINTENANCE		VOTE shs. 9,000,000	
DATE	PURCHASES	AMOUNT	BALANCE
07/9/91	4 tyres	1,000,000	8,000,000
01/10/91	30 litres of oil	50,000	7,950,000
17/11/91	2 new headlamps	500,000	7,450,000
25/11/91	New windscreen	1,000,000	6,450,000

The Green Book: This is a book that lists all those who have been given money for purchasing, the amount given and all the details related to it.

General Stores Inventory Book: Apart from Teachers' Houses Inventory Book and a Book Stores Inventory Book, you should maintain a General Stores Inventory Book where equipment like slashers, hoes, etc. are recorded. The purpose of these inventory books is to enable the school administration (you) to keep track of school property and make replacements accordingly.

Activity 5.5

Using the information given above:

(1) Outline the procedures and the accounts books used in your school for recording:
  - a payment in (e.g. fees);
  - a payment out.

(2) Write out a payment voucher to your food supplier. See Fig 7 for an example.

(3) Indicate how you would use a Cash Book.

1 hour

Basic accounting processes

Once you know how to keep the account books properly, you can turn your attention to thinking about how to analyse the financial data now available. To do this, you should know the basic accounting processes. These are:

- preparation of financial statements such as: income statements, balance sheets, reconciliation statements and flow of funds statements, etc.
- analysis and preparation of financial statements to arrive at hidden facts and draw corresponding conclusions
- preparation of comprehensive financial reports
- rendering of financial advice on decisions to be made in the light of the conclusions reached.

In practice, to be able to perform the above functions, as the accounting officer of the school, your duty is to initiate financial plans for your board of governors or PTA to adopt. You are at the centre of the school's financial plan and therefore you need to help those with whom you work to formulate proper plans. If that is achieved, then your job of mobilising funds becomes relatively easy. Remember, no parent will contribute more money to the school if the plans are not well defined.

Note that knowledge of accounting will assist you in the day to day management of the funds of the school. It is important so that you have some insight into the financial planning and organisation of your school's finances.

Trial Balance

We first look at the Trial Balance which is an important tool in accounting and gives a list of all the accounts used by the school at the appropriate value and time. Its main purpose is to enable you to know precisely the balance in each account at say fortnightly or weekly intervals. This enables you to know at any point of the fiscal year which items are being deflected first. It helps you to put a brake on if you are spending too fast on one item.

The School Balance Sheet

This is the most important financial document for the school. It is a financial statement of the school at a given date. It must reveal all the assets and liabilities of the school at a particular time, for instance, at the end of the financial year. Before you proceed, ensure that three of the accounting terms used in the Balance Sheet are clear.

Activity 5.6

Define the terms
- financial statements;
- assets;
- liabilities.

20 minutes

Comments

The importance of a school's Balance Sheet lies in the revelation of all the assets and liabilities of the school at the date in question. The terms 'financial statements', 'assets' and 'liabilities' should therefore be understood in the context of the Balance Sheet to mean the following:

Financial statements: These show at a glance the amount spent on various items. They convey the financial status (blue or red) of the school at a particular time.

Assets: These are the properties or belongings of the school which appear in the Balance Sheet. They may be classified as long or short term assets, namely fixed or current assets.

Liabilities: These are the debts or claims of outsiders against the belongings of the school as at the date when the Balance Sheet is drawn up. They too can be long term or short term in nature, namely fixed or current liabilities.

You may wish to make a quarterly Balance Sheet, or an annual one depending on the practical problems of your school. Some heads make it monthly.

Annual accounts and Balance Sheets have to be prepared and a copy sent to the MoE at the end of every financial year.

Balance Sheets should be the main financial concern of a new school head.

Comments

If you look at a school balance sheet, you should be able to see:

- the total value of fixed assets
- the total value of current assets
- the sources of funds
- the debts to which you would give immediate attention
- debts which require payment – but not in the near future
- the total value of assets possessed by the school and how much of this is claimed by outsiders.

Note that:

1. Changes in your financial plan will cause changes in the school Balance Sheet.
2. Such changes should be recorded systematically in the record books already referred to.
3. The Balance Sheet requires the proper keeping of all records of account such as receipts, vouchers, inventories, ledgers, etc.

Activity 5.7

You can now look back at the whole of Unit 5. Recollect what you have learnt and answer the following questions:

(1) Explain the procedures for expending school funds.

(2) Give three reasons for exercising flexibility in financial management.

(3) Show, using specific examples, how failure in conforming to bookkeeping and accounting functions may lead to the mismanagement of school funds.

(4) How can you employ the basic accounting concepts in maintaining financial records in the school?

2 hours

Summary

In this unit you have learnt about:

- expending and accounting for school money
- the procedure for expending school funds
- the financial regulations of your Ministry of Education
- the need to exercise flexibility in the management of funds
- the importance of maintaining proper financial records
- the operation of proper and regular school balance sheets
- the need for a good financial plan.

Auditing School Account Books

6

Introduction

The earlier units covered five major areas within the general subject of management of school funds. These included the identification of sources of school funds, concepts and skills in budgeting for school income and expenditure, the mobilisation of financial resources, the management and control of school expenditure and proper school book keeping.

In this unit, we will analyse the objectives and types of school accounts auditing and discuss the stages in the process involved.

Individual study time: 7 hours

Learning outcomes

By the end of this unit you should be able to:

- explain the reasons and purposes for auditing accounts
- describe your expectations of the school accounts auditor
- list the types of school auditing, the records and books of accounts used for audit purposes
- respond to audit queries
- read an audit report.

Reasons and purposes of auditing school accounts

Auditing school accounts is the final stage in the process of managing school funds. At the end of each financial year or budget period the school head has a statutory responsibility to prepare and present to the school governing bodies an audited financial report.

This should give a true and fair view of the financial position of the school.

Activity 6.1

Look up the following and study them carefully:

(1) Sections in the government regulations outlining the functions of school governing bodies with regard to financial accountability.

(2) Relevant financial regulations, principles and practices of the Department or Ministry of Education.

1 hour

Comments

In many countries, financial accountability is one of the major responsibilities of the school board of governors/directors and the school head. Government statutes usually include sections outlining the financial principles and practices which boards and heads must follow to achieve accountability for the funds they collect and receive to run their schools.

The Ministry of Education also issues financial regulations from time to time whereby audited accounts of a given financial period must be submitted to facilitate financial decisions on, for example, allocation of grants, giving loans.

The main objective of auditing is to enable the auditor to form an opinion on the accuracy of the financial statements prepared by the school for a given period. Auditing also helps the head improve the school's accounting system. The secondary objective of auditing is to detect or prevent errors. Auditing therefore enhances the head's skills in financial management and evaluates his or her performance.

Activity 6.2

Revise Units 3–5 and write simple definitions of the following common terms in accounting:

Accounts
Account Books
Bank Reconciliation
Balance Sheet
Budget
Cash Book
Cheque
Invoice
Journal
Financial Statement
Receipt Book
Store Ledger
Voucher
Ledger
Vote Book

30 minutes

Comments

Auditing is a process whereby all accounts of the school are examined and evaluated in detail by a competent auditor in order to determine and report on the financial standing of the school for the period under review. A school audit of financial statements also establishes the credibility of the accounting records as specified in the statutory accounting principles and practices. To understand the audit process you should know the common books in accounts which are the key records used in auditing.

Activity 6.3

(1) Why does the head have to submit an audited account of school funds to the school governing bodies at the end of each financial year?
(2) Give reasons why auditing of school accounts is necessary.
(3) Make a list of the accounts books and records you would consider relevant for audit purposes.

30 minutes

Comments

The auditor officially examines and verifies the books of accounts and writes a final report which gives a true and fair view of the financial status of the school. Once the books of accounts have been examined and verified, the findings reflect the fact that the financial transactions were made and recorded according to accepted principles and practices.

Qualified auditors are the only ones authorised to examine and verify the books of accounts of any formal organisation. They are skilled in the techniques of auditing and they are governed by international professional ethics.

Expectations of the school accounts auditor

A school head has a statutory responsibility to prepare and submit financial statements which give a true and fair view of the financial standing of the school. As you have already learnt, that can only be achieved through auditing the school accounts.

In this section you will learn about:

- the professional and personal qualifications of an auditor
- the process involved in engaging a school accounts auditor
- the relationship between an auditor and the school
- the information required for audit purposes.

Activity 6.4

(1) What do you understand by the phrase 'a true and fair view' of the financial standing of the school?

(2) Who would be most qualified to give that opinion about your school finances?

15 minutes

Comments

Auditing of school accounts must be done with reasonable care and skill. The auditor must be professionally trained and qualified with an independent mental attitude about the school. He or she must have reputable and known personal qualities which would support his/her opinion about the school financial statements.

School boards of governors are corporate bodies and by statute they are responsible for engaging auditors through the terms of a formal contract which is binding to both parties. The contract with the auditor must state clearly the tasks expected, the terms of payment and date when the report must be completed and submitted to the board. The auditor should not have any vested interest in the school and the contract should be between him/her and the board, but not with the school head.

After signing the contract the school head must submit to the auditor all accounts, records and books to facilitate his/her work. In addition, you should include all relevant evidence to enable the auditor to draw conclusions on the state of the school accounts. You should also be ready to give oral evidence and to allow any inspection of assets which the auditor may consider necessary. A thorough knowledge of the school's financial environment, for example, regulations, principles and practices, mechanisms of *control and the school budget, on the part* of the head will greatly enhance the work of the auditor. Auditors are in a highly privileged position and have statutory rights to demand such information and explanations as they consider necessary for the purpose of auditing.

Activity 6.5

Pay a visit to one of the auditing firms or audit section of the Ministry of Education and find out about the routine functions of the staff in the section or firm. Study also the general procedures used in auditing small company's accounts. This will give you some general knowledge on the subject of auditing.

1 day

Types of auditing

There are two types of auditing.

Internal auditing

Internal auditing is usually a management activity and is a service intended to ensure regular and frequent checking on a school's financial transactions and records. An internal auditor is normally an employee of the school, for example a deputy head, whose main role is to supervise the accounts staff to ensure efficiency in the day to day management of the school finances. It also serves to check whether all financial transactions have taken place according to budget, to set procedures, and following management policies. The objectives of internal auditing may differ from school to school, but the general aim is to promote efficiency in the school's financial control and management.

Some schools are small entities where internal auditing may not be necessary, especially where the accounts staff is competent. In any case, the school head is directly involved in authorising and approving expenses and signing cheques, and the finance committee of the board may inspect and carry out internal control of the funds.

External auditing

This gives an independent report on the financial performance of the school in accordance with the terms of the contract agreed with the school. The focus of external auditing is on establishing the truth and fairness of the accounts. It gives added credibility to unaudited financial statements and records of the school's financial transactions and confirms their compliance to the statutes.

Activity 6.6

Considering the nature of your school financial transactions:

(1) Draw up a schedule for internal auditing of your school accounts.
(2) State three reasons why you would engage/employ an internal auditor.
(3) Describe the difference between internal auditing and external auditing.

30 minutes

Comments

It has been noted already that internal auditing is to ensure regular and frequent checking of the financial transactions of the school. A schedule for internal auditing should indicate and outline the objectives, the procedures to be followed, the frequency and the methods of communicating or reporting the information to management.

An internal audit report should point out areas of weakness and strength in the accounts records and books and draw the attention of management to any irregularities in the transactions. Information from internal auditing must be reliable, complete and available on call to enable the head and the board to make quick decisions where necessary.

The functions of internal auditing and external auditing may seem to overlap but it should be noted that the former is a management measure to ensure daily efficiency in managing school funds, while the latter evaluates the adherence to the accepted principles, practices and statutory provisions of management in financial transactions. However, internal auditing if properly done will cut down on the cost of external auditing and greatly enhance the process.

Records and books of accounts for external auditing

Activity 6.7

(1) Make a list of the records and books of accounts you keep in your school

(2) Consider any other information that may be relevant in the auditing process of the school accounts and state why that information is relevant.

30 minutes

Comments

Governing bodies of schools depend on financial statements as a basis for financial decision-making. Accounts and records are therefore very significant to the auditor who reviews the school's systems of accounting to give his/her professional opinion about the state of the accounts of the school.

Although many auditing procedures are designed to test accuracy in accounting and to reveal manipulations which would conceal the true financial situation, the main aim in applying such procedures is to prove that the accounts are acceptable and to give a true and fair view of the school's financial standing, not to find faults.

The auditor's report is reached by a process of examining and evaluating all documents or evidence pertaining to the financial transactions of the school. In a school, books of accounts are usually written and kept by the bursar.

A primary record in the school's financial statements is the General Ledger. This consists of figures and records from various journals which give the daily records of the financial transactions in the school.

A Cash Book, where the daily cash income and expenditure is recorded, forms one of the primary sources of evidence that the auditor examines in the process of auditing. It states the date, the cash received or spent, a full description of what is bought and the actual cost of the items bought, details of the payment voucher and number of the cheque. A petty cash voucher may also be used along with the Cash Book. Almost all assets, liabilities, income and expenses clear through the cash account, and the auditors will spend time carefully examining the Cash Book to establish the validity and reliability of other financial statements.

Payment vouchers, purchase invoices, receipts books, books of inventories and cheque books are primary documents which must be submitted to the auditor for verification, inspection and evaluation before a report is written and an opinion is given on the school's accounts.

Bank reconciliations and bank statements which compare the balance in the bank with that shown in the school's records can reveal book keeping errors either by the bank or by the school clerk as well as unauthorised withdrawals. These should be submitted along with other documents for auditing.

Activity 6.8

(1) Study a sample of a Cash Book and list all the information that is found or recorded in it.
(2) Give reasons for keeping a petty cash voucher in your school.
(3) Read the case study below and make entries in the appropriate school accounts books recording the financial transactions described therein. Trace the steps to be taken to record all the transactions.

1 hour

Case study

Mr Okello, head of the Science Department in Shimoni Demonstration School, submitted a requisition to buy chemicals for the end of term examinations. Mr Okello has contacted the suppliers and he has obtained a supplier's invoice No. 0658 indicating the quantity of the items: 10 tins of sulphur costing shs 5,000/- each and 10 tins of potassium costing shs 76,000/- each. The invoice has been submitted to the school accounts clerk who has checked vote No. 031 on scholastic materials and has confirmed that there is a balance of shs 978,000/- which is sufficient to cover the cost of the chemicals.

The suppliers have delivered the chemicals in the quantities indicated on the local purchase order No. 112. The materials are accompanied with a supplier's invoice dated 29th February 1992, indicating the details of the materials and the cost of each item.

Mr Mukasa the storekeeper and Mr Okello have checked and found the materials in order as per the local purchase order and the supplier's invoice. The chemicals bought have been recorded in the Store Ledger on folio No. S/10/92.

All invoices have been received and recorded by the accounts clerk in the Journal or Ledger. You have also authorised payment for the chemicals and payment instructions have been given to the accounts clerk. A payment voucher No. 5465 dated 3rd March 1992 has been made out and you have endorsed it. The voucher gives quantities of what has been bought in and gives the total cost as shs 126,000/- (one hundred twenty six thousand shillings) only. A cheque No. 02568 for that amount has been written on 6th March 1992, payable to ACPY, the suppliers. A cash receipt No. 136 dated 25th March 1992 has been issued by the suppliers on 29th March, 1992.

Comments

You have already learnt that a Cash Book is a very important book of accounts because all cash income and expenditure go through it. The auditor therefore, spends quite a lot of time and care in examining the Cash Book. Wrong or inadequate entries, plus omissions made in a Cash Book, will greatly affect the auditor's opinion on the state of the school books.

You should also note that before any entries are made in the Cash Book all other documentary evidence of the transactions like vouchers, invoices, receipts must be checked and certified to ensure that all procedures and regulations were followed and no errors were made.

A thorough knowledge of how a Cash Book is written will enhance your internal financial control and it will enable you to understand and appreciate the purpose of auditing school accounts.

Reading an audit report

Activity 6.9

Look at your school's recent audit report:

(1) List the main features in its format (schedule).
(2) Analyse its contents briefly.
(3) Point out its weaknesses if any.

40 minutes

Comments

An audit report should be clear, constructive and concise. The auditor will point out in writing to the authorities:

- any weaknesses/strengths in the accounting system of the school
- deficiencies in the financial control system
- inadequacies in the financial policies and practices
- non-compliance with accounting standards and legislation.

The report also explains any implications of the above points and gives advice or recommendations for improvement. The auditor should give in clear terms his/her professional opinion on the state of the accounts.

One of the main schedules in an audited report is the Balance Sheet. This is a summary statement of all assets and liabilities of the school by the date of the report in reference. However, an audit report should also have the following components:

- a title, that is, Auditors Report
- a statement as to whom addressed, for example, The School Directors
- a description of the scope of the audit, showing the books examined and the tasks executed by the auditor according to the contract and audit standards
- the auditor's opinion on the state of the school accounts
- the auditor's address
- the date of the report.

The auditor's opinion can be unqualified, qualified or adverse depending on the state of the books of accounts and any other evidence the auditor may have examined and evaluated. An unqualified opinion is positive and satisfactory and a qualified opinion indicates that the auditor has some reservations about the state of the school's accounts.

Responding to audit queries

Activity 6.10

You may have already been involved in the auditing of your school accounts. Consider what queries the auditors may have raised about your books of accounts and about any other submissions you made.

30 minutes

Comments

You have already learnt that the primary objective of an audit is to enable the auditor to determine the accuracy of the school's financial accounts. You have also learnt that the auditor gives his opinion on whether or not the accounts give a true and fair view of the financial standing of the school.

A secondary objective of the audit is to detect errors in the accounts and advise the board on how to improve the book keeping standards.

Audit queries can be raised where errors have been made in the records. These can be due to a wrong entry or an omission of some vital information. When an error is located by the auditor he raises a query to the head seeking an explanation. For example, he may raise a query where the Trial Balance does not agree with the statements of accounts.

In response the head can take any of the following steps:

1. Submit further information to the auditor on the queried items.
2. Let the auditor inspect the assets and stores.
3. Go over the Trial Balance with the auditor checking:
    - the totals
    - lists of debtors and creditors
    - transfer or entry of all the accounts books to the Trial Balance
    - all figures in the Trial Balance.
4. Go over the cash book and over all other financial documents and statements to locate errors, omissions or any evidence of fraudulent payments that may have been made in the transactions.
5. Consider making adjustments by reviewing assets against liabilities.
6. Consider writing off bad debts.

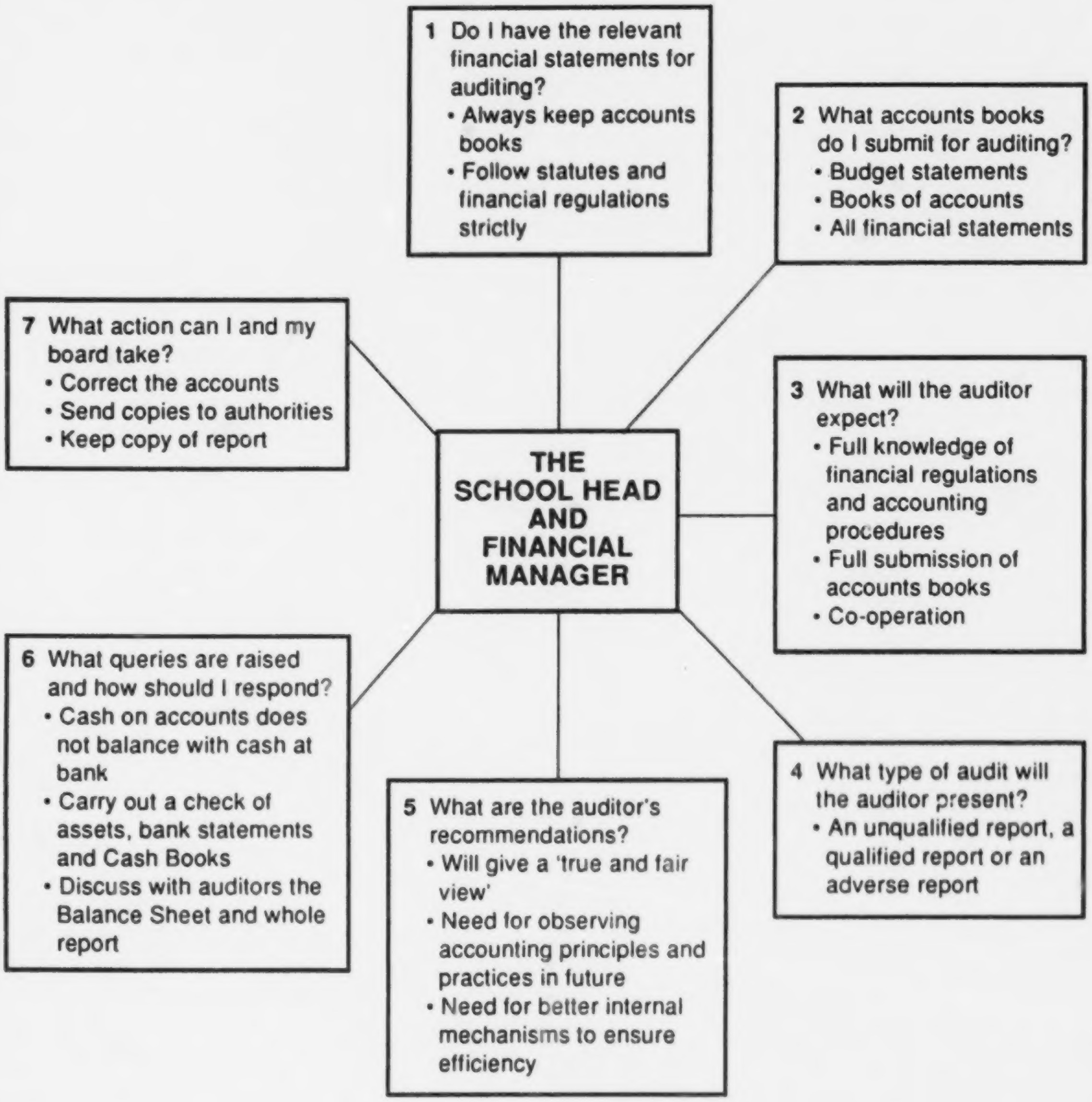
A Trial Balance summarises the effect of all financial transactions on the school accounts and it helps you and the auditor to get a preliminary view of the accounts before a Balance Sheet is written and an audit report is finalised.

Where you, as the school's financial manager, fail to answer all the queries satisfactorily the auditor will present what is termed as a qualified audit report. This is a report where the auditor has been unable to obtain all the information and explanation he or she considers necessary for the audit.

Summary

The diagram below gives you a brief summary of the various stages involved in the auditing of school financial statements. These correspond generally with the topics which you have covered in this unit. The summary diagram is also based on questions which you may pose to yourself to make a checklist of what you have learnt from the unit.

Fig 10 Summary diagram


THE SCHOOL HEAD AND FINANCIAL MANAGER
1 Do I have the relevant financial statements for auditing?
• Always keep accounts books
• Follow statutes and financial regulations strictly
2 What accounts books do I submit for auditing?
• Budget statements
• Books of accounts
• All financial statements
3 What will the auditor expect?
• Full knowledge of financial regulations and accounting procedures
• Full submission of accounts books
• Co-operation
4 What type of audit will the auditor present?
• An unqualified report, a qualified report or an adverse report
5 What are the auditor's recommendations?
• Will give a 'true and fair view'
• Need for observing accounting principles and practices in future
• Need for better internal mechanisms to ensure efficiency
6 What queries are raised and how should I respond?
• Cash on accounts does not balance with cash at bank
• Carry out a check of assets, bank statements and Cash Books
• Discuss with auditors the Balance Sheet and whole report
7 What action can I and my board take?
• Correct the accounts
• Send copies to authorities
• Keep copy of report

Improving Education Management

Better management in schools and in education systems has been given higher priority since the Jomtien conference on education quality. Most of the following publications originate from the Commonwealth Secretariat, or from the Donors to African Education Working Group on the Teaching Profession, led by the Commonwealth Secretariat.

BLOOMER, K (1991) *Decentralising the Education System*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Building a School Management Development Programme*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Headteacher Training and Support Programme for Africa*, Reports of three Commonwealth Secretariat/Unesco/SIDA/GTZ regional workshops in Kenya (April 1992), Nigeria (June 1992) and Botswana (March 1993), London, Commonwealth Secretariat.

Commonwealth Secretariat and the World Bank (1991) *Priorities for Improving Teacher Management and Support in Sub-Saharan Africa: An Agenda for the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Summary Report of the Fifth Meeting of the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Country Action Plan Programme*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1992) *Teacher Management and Support*, London, Commonwealth Secretariat.

COOMBE, C (1992) *Better Schools: Improving Teacher Management in Africa*, Paper prepared for the Regional Conference of the Commonwealth Council for Educational Administration, Hong Kong, August 1992, London, Commonwealth Secretariat.

DADEY, A AND HARBER, C (1991) *Training and Professional Support for Headship in Africa*, London, Commonwealth Secretariat.

HALLIDAY, I (1989) *Personnel Information Records and Management Procedures in the National Education System: Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

HALLIDAY, I (1991) *Good Registry Practices*, London, Commonwealth Secretariat.

HALLIDAY, I (1992) *Why Delegate? A Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

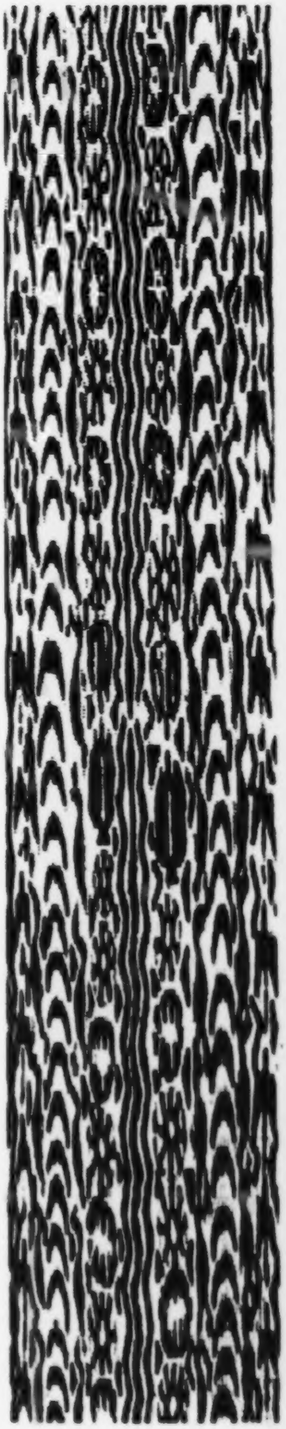
McNIE, B, WHITE, R AND WIGHT, J (1991) *Headteacher Management Training and the Development of Support Materials*, London, Commonwealth Secretariat.

VALERIEN, J (1991) *La Gestion Administrative et Pedagogique des Ecoles: Guide pour les Directeurs et Directrices d'Ecole*, Paris, Unesco.

Publications are available from:
Education Programme
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX

BETTER SCHOOLS

Resource Materials for School Heads



Module Six

Monitoring School Effectiveness

Better Schools:
Resource Materials for School Heads in Africa

Principals are in the front line of the battle to create an environment for quality education. But school heads in Africa work under the most difficult conditions, and are often not well-prepared for the tasks they must undertake.

At the very least, an effective principal will be able to:

- manage and deploy school resources efficiently
- allocate school accommodation appropriately
- ensure satisfactory standards of maintenance and cleanliness of school facilities
- guide curriculum implementation and change
- organise staff development in school
- create a professional ethos within the school by involving promoted staff in decision-making.

During 1992, seven Ministries of Education in Africa (in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe), assisted by a further four (in Ethiopia, Sierra Leone, Tanzania and Zambia) produced training modules intended to help school heads in Africa improve their managerial and professional leadership skills. The materials were drafted by writing teams in each country, and critiqued at two regional workshops (Kenya Education Staff Institute, April 1992 and National Teachers' Institute, Nigeria, June 1992). They were then trialled among school heads and inspectors, teacher trainers and district officials in seven countries. The set of seven modules listed below was finally launched at a Commonwealth Africa workshop hosted by Botswana's Ministry of Education in March 1993:

Module 1	Self-Development for Educational Managers
Module 2	Principles of Educational Management
Module 3	Personnel Management
Module 4	Managing the Curriculum and Resources
Module 5	Financial Management
Module 6	Monitoring School Effectiveness
Module 7	The Governance of Schools

These materials were designed to be used in any English-speaking education system in Africa; country-specific versions may be available for some systems. The materials can be used in a variety of contexts: for self-study, distance learning, by peer groups and in workshops, and as a basis for coursework in institutions and faculties of education. They attempt to introduce school heads to important aspects of managing a school, from the most basic to more complex tasks, in a very practical way.

The modules were prepared under the **Training and Support Programme for School Heads in Africa** supported by Ministries of Education in Africa, the Commonwealth Secretariat, Unesco, SIDA and GTZ. Editing, design and production of the training modules was co-ordinated by the Commonwealth Secretariat Education Programme. Related publications are listed on the back cover, and are available from the Commonwealth Education Programme.

Better Schools
Resource Materials for School Heads

MODULE 6

Monitoring School Effectiveness

Commonwealth Secretariat

These materials were prepared co-operatively under the **Training and Support Programme for School Heads in Africa**. Ownership is vested in the following:

Ministry of Education, Botswana
Ministry of Education, Ghana
Ministry of Education, Kenya
Ministry of Education and Culture, Namibia
Federal Ministry of Education and Youth Development, Nigeria
Ministry of Education and Sports, Uganda
Ministry of Education and Culture, Zimbabwe

Commonwealth Secretariat
German Agency for Technical Co-operation (Deutsche Gesellschaft fur Technische Zusammenarbeit [GTZ], GmbH)
Swedish International Development Authority
Unesco

COMMONWEALTH SECRETARIAT

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Marlborough House
Pall Mall
London SW1Y 5HX

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Preface

Following the World Conference on Education for All in Jomtien, Thailand in 1990, education ministries, international agencies, and NGOs have agreed action plans to improve the capacity and performance of schools. The plans recognise that the school principal carries prime responsibility for creating an effective educational environment. Without the necessary skills, many heads are overwhelmed by the task.

In Africa, the situation is particularly acute. In rapidly expanding systems, experienced and skilled teachers are customarily appointed to run complex schools without adequate preparation and back-up support. Alex Dadey and Clive Harber improved our understanding of school management by describing the unique work patterns of heads in Africa in *Training and Professional Support for Headship in Africa*. Their work proved that management techniques appropriate elsewhere cannot be imported unmodified into African systems, with their very intricate demands. They also demonstrated that strategies for training and supporting school heads were generally inadequate throughout Africa.

The Commonwealth Secretariat/Unesco/SIDA/GTZ **Training and Support Programme for School Heads in Africa** was initiated by the Commonwealth Education Programme in 1991, following a plea from the Inspectorate in Uganda to find ways of assisting school heads to do their job better. In Africa, it was apparent that local or national workshops, the traditional way of providing training for a relatively small proportion of heads, were clearly inadequate: they were expensive, and could cover only a few heads. (There are perhaps 18,000 school principals in Kenya and Uganda, for example, and over 40,000 in Nigeria.) New strategies were needed. Investigation also highlighted the lack, across Africa, of good quality, comprehensive and user-friendly resource materials on school management. Such materials as were available tended to be outdated, in short supply, and in many cases written in language ill-suited to busy heads. Nevertheless, several countries (Zimbabwe, Uganda and Botswana, for example) had begun to prepare manuals for school principals.

The joint Programme undertook to work with English-speaking African ministries, to analyse the way they trained school heads, given available resources. At the same time, writing teams in seven countries, with the support of their Ministries of Education, began drafting resource materials covering the primary aspects of running a school in Africa. Problems of producing and distributing training materials were also addressed.

Three regional workshops were held, attended in the main by a regular core of Chief Inspectors, Directors of Schools and teacher educators, as well as heads and representatives of associations of school heads. The workshops provided opportunities to share experience, to critique the work of the writing

teams, and to hammer out clearer and more effective strategies for training, and for materials production and distribution. The meetings are described in three reports, available from the Commonwealth Secretariat, which outline the **Training and Support Programme for School Heads** more fully, and give details of related publications on teacher management.

The training modules were written, trialled, edited and designed, and made ready for presentation at the final Commonwealth Africa workshop in Botswana in March 1993. They constitute a remarkable testimony to the possibilities for effective co-operation among education professionals across the sub-continent.

In practical terms, the work has been co-ordinated by the Commonwealth Education Programme. But nothing could have been achieved without the very generous contribution of participating Ministries of Education. Permanent Secretaries have assigned senior ministry staff and school heads to work on the materials; they have committed funds from overstretched budgets to support the writing teams; they have made trialling and testing of the materials possible; and they have released their staff for the regional sessions. My thanks go first of all, therefore, to the Permanent Secretaries of education ministries in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe for their co-operation and unfailing support.

We are of course particularly grateful to the team leaders from those countries for adding an additional assignment to their already heavy schedules, and persisting against very tight deadlines: Mr Reuben Motswakae, Deputy Director, Teaching Service Management, Botswana; Mr John Atta-Quayson, Deputy Director-General, Ghana Education Service; Mr John Lodiaga, Director, Kenya Education Staff Institute; Mr Len le Roux, Deputy Director, Rossing Foundation, Namibia; Professor Etim N E Udoh, Deputy Director, Institute of Education, Ahmadu Bello University, Zaria, and Alhaji Garba S Kuta, Deputy Director (Teacher Education), Federal Ministry of Education, Nigeria; Nigeria; Mr James Nkata, District Education Officer, Mpigi, Ministry of Education, Uganda; and Mr R G Sisimayi, Deputy Chief Education Officer, (Standards Control Unit and Professional Administration), Ministry of Education and Culture, Zimbabwe.

The Programme has demonstrated the practical advantages of working co-operatively. Participating ministries were supported throughout by generous financial contributions from the Swedish International Development Authority, the German Agency for Technical Co-operation (GTZ), and Unesco. Joint funding has made possible the development of a regional strategy to address the needs of school heads, and laid the foundation for bilateral support for national initiatives. We are confident that such partnerships set the tone for future collaboration.

Finally, in the background, three consultants have provided expertise in bringing our work to completion: Richard White of Moray House Institute of Education; Bob Smith of Bristol University's School of Education; and Suzie Rodwell. We thank them all. Responsibility for this work within the Education Programme has rested with Carol Coombe and Jakes Swartland.

Peter Williams
Director
Education Programme
Human Resource Development Group
Commonwealth Secretariat

January 1993

General Introduction

What is our purpose?

It is widely recognised and agreed that one of the key factors influencing school effectiveness is the nature and quality of the leadership and management provided by each school head.

This series of modules has been written to provide school heads with a source of practical ideas about ways in which they may become better managers of better schools. The material does not present much theory; instead each reader is required to draw on their own individual experiences and to evaluate their own circumstances and practices, in order that they may apply the lessons learned in their schools. Like other professionals, school heads need to accept a large measure of responsibility for their own self-development and for the development of their schools.

The extent to which these materials have a practical impact on school quality will only become clear over time, but school heads should fairly quickly be able to identify some examples of how they have changed the way they manage their schools and how their schools are better as a result. Heads may wish to share ideas with their school colleagues, District Education Officers and Inspectors, and discuss with them what they are doing, and how these materials are helping to improve their practice.

Who are the materials designed for?

These materials are written primarily for practising school heads of both primary and secondary schools, whether government or private, with whatever type of curriculum. We hope that principals of other educational institutions, including teacher training colleges, will find these materials of use.

We are not aiming just at newly appointed school heads, undergoing induction. At whatever career stage they may be, school heads know that there is always more to learn. The expression 'You can't teach an old dog new tricks' only applies to those ready for retirement.

Some readers may still be teachers who hope, one day, to become school heads; these materials are also for them.

Management skills are also required by many others involved in education, from the Minister or Commissioner of Education, through to District Education Officers and their staff, inspectors, school governors, private school owners, and even, in some aspects, parents and members of the community. These materials are for readers who belong to any of these groups, and who are interested in improving school performance.

What are the methods of study?

Since these materials are written for a variety of people, let us move from describing readers specifically as 'school heads' to something more direct and personal: 'you'.

Self-directed study: One of the main ways in which we hope you will use these materials will be through self-directed study or open-learning. By self-directed study we mean that you, the readers, choose when and what you want to study. Because everyone has a different background, in the experience we have and in the character of our schools, our learning needs vary considerably. We hope within the seven modules, each of which consists of between five and eight units, you will find something new and relevant to your needs. You may study the modules in any order; indeed many units may be studied on their own.

The modules may be studied by individuals working on their own, or in informal or formal study groups.

Individual study: A large part of our learning takes place on our own, perhaps reading and thinking quietly in school, or even at home. We hope that these materials will be available for you to do this. Then you may select what you want to learn, in the order and at the pace of study you choose. In this way you are not put under any immediate external pressure, but may work out for yourself what may best apply to you and your school.

Informal study groups: Of course you do not have to study these modules only on your own. The materials could and should be used by you with other heads in your locality, coming together informally, in peer groups or study circles, perhaps at a local teachers' centre, to review your work and share ideas. Within your own school members of staff would benefit by looking at topics together. If you have a school development committee the materials should prove a useful source of ideas. The materials could also be used by your Association of School Heads, either at district or national level, during workshops or at your annual meetings. Your association might appoint from the members a training officer, to be responsible for initiating, facilitating and co-ordinating training programmes.

Formal groups: These materials can also be used in a more systematic way to cover all school heads at formal workshops organised by District Education Officers, or for more advanced specialist courses, by a national management training institute, a teachers' college or a university faculty of education.

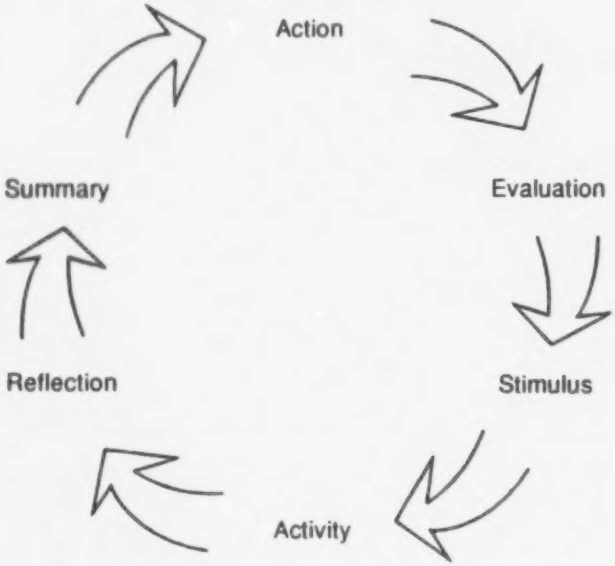
Distance learning: These materials can also be adapted for distance-learning courses and for use by the media, whether in print or broadcasting.

How is the content related to change in schools?

These resource materials are written in an interactive style which requires your participation. More than that, they require a commitment on your part to introduce into your school beneficial changes, which are relevant, cost-effective and accepted by your staff, pupils and community.

Each unit contains a variety of stimuli which are intended to get you thinking, to capture your interest and to open up the topic. These include activities like drawing up checklists, answering questions, gathering data, and discussions with your colleagues, whether teachers in your school or other heads. Whilst you are doing the activities you will be involved in reflection, in which you are encouraged to think through issues, to reconsider standard practices, and to seek alternative solutions to solving problems. Within the units there are regular commentaries which draw together loose ends and consolidate principles. The study of these resources will not be complete until there is some action by you in the way in which your school is organised and managed, following guidelines included in each unit. Evaluation, especially self-evaluation (which also relates to the concept of reflection above) is the last element in this cycle.

The cycle of learning within each unit is illustrated below:



How are the modules and units organised?

Each module has a standard general introduction (which you are now reading) and an introduction which is specific to the unit.

Each unit is written in a standard form, as follows:

Introduction: This provides an overview of the contents of each unit and provides a link between the units in the module.

Individual study time: An estimate is given of the amount of time you will require to study the unit on your own, including all of the activities. Of course, if you are working in a group it is likely that more discussion will be generated, and thus more time will be required.

Learning outcomes: These provide a series of statements about what you might expect to cover and learn if you complete a unit.

Activities: These require your involvement, perhaps by drawing on your experience, or through the gathering of data. Sometimes an activity comes at the start of a section, and sometimes an activity follows a piece of text. It is important that you do all the activities, as they form the core of each unit and provide the basis of the interactive approach to learning used here. As the activities vary considerably in character you should read the instructions carefully.

Comments: Avoid looking at the sections which follow most of the activities until you have completed each one. The comments are intended to provide a discussion of some of the points you may have identified in the activity. They are not intended as model answers.

Summary: This appears at the end of each unit to pull together the ideas which have been brought out.

Reference materials

None of the modules can be studied without access to other materials, the most important of which should already be at hand in your school or at your local District Education Office.

Important materials published in your country or available in your school include:

- the constitution
- education acts
- by-laws relating to your state, region or district
- civil service rules and regulations
- executive instruments on education
- policy papers, guidelines and circulars from the Ministry of Education
- code of conduct for teachers
- the constitution of the board of governors or school committee
- annual reports, speeches, exam results, pupil/staff data, etc.
- school account books, stores ledgers, rules and regulations, timetables, circulars, report forms, minutes of meetings, etc.
- pupils' exercise books and work.

You should also look out for books about the history and development of education in your country, and within Africa. In addition there are usually many useful articles on current educational issues in newspapers and magazines, and on radio and TV.

You should also have to hand a good dictionary.

Readings

In addition there are very many books on management, including educational management. We would suggest you look for these in your local bookshops and libraries; it is possible that the Association of School Heads in your country produces an up-to-date list of current management materials and where they may be obtained.

However, it is unlikely that many titles will be readily available to the average school head, particularly those in rural areas. We hope that the

publication of these modules will encourage more people to write complementary texts and for publishers to ensure the availability of relevant books on educational management wherever schools are located.

Here we have limited the list of books to those written specifically for educational managers in Africa.

ADESINA S (1990) *Educational Management*, Enugu: Fourth Dimension

ASIEDU-AKROFI K (1978) *School Organisation in Modern Africa*, Tema: Ghana Publishing Corporation

CHUNG F (1988) *Basic Principles of Administration*, Harare: College Press

FAGBULU A M (1972) *Administrative Practice for Teachers*, Ibadan: Evans

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Handbook on Training Methods in Educational Management*, Harare: Unesco

MBAMBA A M (Editor) with NWAGWU N A and JOOF M B (1992) *Book of Readings in Educational Management*, Harare: Unesco

MBITI D M (1976) *Foundations of School Administration*, Nairobi: Oxford University Press

MUSAAZI J C S (1982) *The Theory and Practice of Educational Administration*, London: Macmillan

OZIGI A O (1977) *A Handbook of School Administration and Management*, London: Macmillan

Contents

Your first step should be to examine the following list of contents to select those modules and units you feel you may wish to study. At the start of each unit there is an introduction and a set of learning outcomes which should enable you to decide quite quickly whether the material is likely to be of value to you.

	Individual study time
Module 1: Self-Development for Educational Managers	**22**
Unit 1: School mission, values and objectives	5
Unit 2: Styles of management	3
Unit 3: Needs identification	6
Unit 4: Job analysis	4
Unit 5: Time management	4
Module 2: Principles of Educational Management	**20**
Unit 1: Introduction to educational management	3½
Unit 2: Government organisation and functions	2
Unit 3: The functions of school management	3
Unit 4: Human and public relations	3
Unit 5: Delegation in a school	2
Unit 6: Communication and negotiation	2
Unit 7: Decision-making and problem-solving	2
Unit 8: The management of change	2½
Module 3: Personnel Management	**24**
Unit 1: Staff selection	3
Unit 2: Staff development	3
Unit 3: Staff motivation	3
Unit 4: Staff appraisal	3
Unit 5: Staff supervision and discipline	3
Unit 6: Keeping staff records	3
Unit 7: Managing meetings	3
Unit 8: Managing conflict	3
Module 4: Managing the Curriculum and Resources	**25**
Unit 1: Establishing the curriculum	2
Unit 2: Timetabling	3
Unit 3: Organising resources to support the curriculum	3
Unit 4: Selecting and managing textbooks	4

Unit 5: Libraries, media and low cost teaching aids 4
Unit 6: Examinations, testing and record-keeping 3
Unit 7: Resource maintenance 3
Unit 8: Finding financial resources 3

Module 5: Financial Management **32**
Unit 1: Sources of school funds 3
Unit 2: School budgeting 6
Unit 3: Mobilising financial resources 3
Unit 4: Basic framework and mechanism of financial management 6
Unit 5: Expending and accounting for school funds 7
Unit 6: Auditing school account books 7

Module 6: Monitoring School Effectiveness **13**
Unit 1: Indicators and characteristics of school effectiveness 3
Unit 2: The rationale for evaluation 2
Unit 3: Evaluation techniques 4
Unit 4: Planning a programme of evaluation 2
Unit 5: Using evaluation findings 2

Module 7: The Governance of Schools **21**
Unit 1: Defining the parameters of school governance 1
Unit 2: Legal basis of school governance 3
Unit 3: School managers and governing bodies 4
Unit 4: Relationships between schools and other agencies 3
Unit 5: Partners in school management 10

Monitoring School Effectiveness

6

Introduction

A question which seems both easy and perplexing to answer is: What makes an effective, or good, school? If we want more, indeed all, schools to become effective then we need to know what we mean by this term, how we can determine the extent to which each school is effective, and thus identify the areas requiring attention. A school may be effective in some areas of its operation and life, but less successful in others. How can we determine these, and how may we then plan and provide for an improved performance?

The inspectorate is often seen as the key agency for determining school quality, but, in fact, each school should be able to evaluate its own performance and initiate plans for improvement without waiting for external agencies to provide advice. The aim of this module is to explain and demonstrate how this might be done.

Individual study time: 13 hours

Objectives

After working through this module on you should be able to:

- explain the concept and main characteristics of an effective school
- describe the reasons for evaluation and its place in good management practice
- apply systematically a range of evaluation techniques
- plan a programme of evaluation aimed at improving practices and performance
- demonstrate how to analyse and use evaluation findings to inform school decision-making processes
- identify a balanced set of performance indicators and explain both their use and their limitations.

Units

This module is divided into five units.

Unit 1: Indicators and characteristics of school effectiveness *3 hours*

In this unit you will learn about a range of concepts relating to school effectiveness, and some of the characteristics by which you and your staff may recognise the degree of effectiveness of your school.

Unit 2: The rationale for evaluation *2 hours*

Here you will derive a rationale for evaluating school effectiveness as part of a process of accountability to the community and government.

Unit 3: Evaluation techniques *4 hours*

Here you will learn some of the evaluation techniques which you need to use with your staff to monitor and analyse the performance of different aspects of school life, and which may also be used by external agents, such as inspectors.

Unit 4: Planning a programme of evaluation *2 hours*

In this unit you will learn how self-evaluation may be developed as a normal part of the planning and management processes organised by you and your staff.

Unit 5: Using evaluation findings *2 hours*

The results of an evaluation have to be used to develop aspects of school work. In this final unit you will determine the conditions and requirements under which the results of the evaluation exercise undertaken by you and your staff may be used for the further development of your school.

Contributors

This module was written by a team in Nigeria:

Professor Etim N E Udoh **(Team Leader)**	Institute of Education, Ahmadu Bello University, Zaria
Mrs C I Bako	Assistant Director, National Teachers' Institute (NTI), Kaduna
Dr M O Akintayo	Consultant, NTI, Kaduna
Mrs M B Yusuf	Head of Department of Student Affairs, NTI, Kaduna
Mrs B N Oraeki	Head of Department of Professional Operations, NTI, Kaduna
Mrs E N Ekpunobi	Principal Education Officer, NTI, Kaduna
Mrs P N Odiachi	Head, NTI Primary School, Kaduna
Mr S O Agun	Principal, King's College, Lagos

Indicators & Characteristics of School Effectiveness

1

Introduction

Schools and education authorities have become increasingly aware of the need to be effective. This is partly due to the pressures for accountability brought about by governments at the federal, state and local government levels and the parents, and by the economic down turn and resulting reduced resource allocations. At the same time a realisation of the importance of the issue has grown as school heads and staff have sought to increase effectiveness in the school setting as a part of the development of professionalism. In this unit, you will focus on the concepts and characteristics of learning and teaching effectiveness, and consider your role in the process of monitoring school effectiveness.

Individual study time: 3 hours

Learning outcomes

By the end of this unit you should be able to:

- explain the concepts of effectiveness, monitoring, evaluation, accountability, assessment and performance in the school setting
- identify the characteristics of an effective school
- describe when and how learning and teaching are effective in the school setting
- state the characteristics of effective guidance and counselling for school pupils
- outline the qualities of a good head as a leader
- explain how school ethos and policies contribute to school effectiveness.

Terminology

In order to avoid ambiguity in the interpretation of the contents of this module, the following definitions are suggested:

Monitoring: This can be defined as collecting information at regular intervals about ongoing projects or programmes within the school system, concerning the nature and level of their performance. Regular monitoring provides baselines against which to judge the impact of inputs.

Effectiveness: This is the extent to which the set goals or objectives of a school programme are accomplished. Such effectiveness can be seen in relation to either the quality, quantity, equity or equality of educational instruction given in a school.

Efficiency: This is the extent to which the inputs produce the expected output in a school setting. Increased efficiency means achieving the same or better outputs with fewer or the same inputs.

Accountability: This is the process of justifying to others our job performance in relation to agreed goals and targets.

Evaluation: This is a formal process, carried out within a school setting and designed for particular educational purposes. It involves asking questions, gathering information and forming conclusions. The evaluation could be formative or summative in nature.

Assessment: This involves the measurement of performance against a set of criteria.

In the above list of terms a simple definition of effectiveness was given; but what exactly does this mean?

What is effectiveness?

In discussions to determine what we mean by 'effectiveness' we find that a number of terms and concepts will constantly crop up, including efficient, improvement, quality, development, evaluation, monitoring, reviewing, professional, appropriateness, accountability, performance, etc. This shows us that the concept of effectiveness is very broad, ranging over purpose, effort and accomplishment. Measurement may be used but it also involves judgement. The determinants are manifold and complex. Thus, the head may perceive the school's effectiveness as the pupils' performance in the external examinations. The parents may perceive the school's effectiveness in the way the pupils behave at home, and perform at national examinations. Society may perceive the school's effectiveness in terms of the good moral behaviour of the children. The government may use a combination of indicators. For example, the Federal Government of Nigeria's Policy on Education focuses on the following indicators of the school setting:

- internal performance indicators
- operating indicators
- external performance indicators
- staff productivity indicators.

These are summarised in Fig 1.

Activity 1.1

List ten ways in which you can recognise that your school is effective.

10 minutes

Comments

It will be useful now for you to compare the list you have made with the one below, and then attempt to make some assessment of your school's effectiveness on these indicators:

- purposeful leadership of the staff by the head

Fig 1 Indicators for measuring school effectiveness

1 Internal performance indicators
Average length of study
Success rate: graduation rates
Distribution of pupils
Market share of applicants
Teaching performance
Pupil learning outcomes

2 Operating indicators
Class sizes
Staff/pupil ratios
Pupil workloads
Resource usage
Space usage
Assets and equipment

3 External performance indicators
Acceptability of graduates
Destination of graduates
Employer/community feedback
Awards and honours

4 Staff productivity indicators
Publications
Contracts
Invitations
Citations and qualifications
Membership in professional bodies

- the involvement of the heads of department
- the involvement of other teachers
- structured lessons
- intellectually challenging teaching
- work-centred environment
- maximum communication between teachers and pupils
- efficient and accurate record-keeping
- parental and community involvement
- positive climate
- consistency among teachers
- productive division of labour among teachers
- good parental report.

It is clear that there are very many ways of judging an effective school and your list may have been somewhat different. However, heads often overlook many of these factors, and it would be useful for you to examine some of them more carefully, and for you to reflect on the effectiveness of your school.

Effective learning and teaching

The quality of learning and teaching should take precedence over other factors of school effectiveness. This is because effective learning and teaching determines the perceptions of everyone who is interested in the quality of your school. Because effective learning and teaching start from the classroom, let us see how pupils learn effectively in a classroom situation. Pupils learn effectively when they:

- are motivated
- understand the purpose and relevance of their work
- are set about tasks in an orderly way
- are able to use available resources and know where and when to ask for help
- show consideration for one another and for the teacher
- rise to the challenge of working and show commitment

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- have first-hand experience and are able to observe, estimate, record, measure, collect, classify and interpret
- formulate and test hypotheses
- acquire key information and are able to recall it in new contexts
- plan, choose and take responsibility for their learning
- acquire study skills and use resources well
- revise and practise to improve performance
- receive feedback on their progress from teachers and from other pupils
- present good work for others to see or hear
- undertake tasks in their own time and out of school
- work co-operatively in groups
- read, write, listen and discuss in a variety of contexts
- experience the creative aspects of individual subjects.

Activity 1.2

(1) Which of the above factors overlap?
(2) Which of these factors would you suggest may be found in your school?
(3) Can you add to this list?

20 minutes

The following tabulation format might assist you in recording your answers to the above exercise; you may adopt a different method if you wish.

	EXERCISE (1)	EXERCISE (2)	EXERCISE (3)
1			
2			
3			
4			
5			
6			

Comments

It is an accepted fact that really effective learning requires a good teacher. This implies that there are certain key qualities of an 'effective teacher'. You may find it useful to consider the answers you gave to the above activity in relation to the following qualities of an effective teacher:

> patience, firmness, enthusiasm, calm control, tolerance, ability to generate an atmosphere of purpose, understanding, seeing learners as individuals, ability to communicate effectively, a genuine interest in pupils, valuing pupil contributions, encouraging, emotionally stable, physically stable, willingness to praise, fairness.

Activity 1.3

(1) Can you suggest other qualities that an effective teacher should have?
(2) Identify the qualities of teachers in your school in relation to their ability to teach effectively.
(3) Which qualities, if any, would you suggest are generally lacking amongst your teachers?

20 minutes

Comments

Before a teacher can be effective, he or she must plan and organise their teaching well. The following are guidelines for an effective teacher in planning and organising teaching:

1. Be clear about the objectives both for each lesson and for the whole programme.
2. Plan each lesson well, anticipating where questions, explanations and feedback will be appropriate.
3. Allow learners to reach outcomes in different ways.
4. Provide resources in such a way that allows learning to progress with little interruption.
5. Use learning groups of different and appropriate sizes.
6. Match methods and tasks to the abilities of pupils.
7. Use the space available to best advantage including the use of displays.
8. Set tasks in varied and imaginative ways.
9. Be aware of other approaches to learning used by colleagues.
10. Put the children's interest first.

The collection of information about teaching styles and the extent to which they are successful becomes crucial if teachers in your school are to improve their learning and teaching processes. Observation of classroom practice and the systematic collection and reporting of data about the quality of teaching is essential.

For effective monitoring, the head should try to check on a day-by-day and week-by-week basis what learning has taken place. Here, the main judgements about effectiveness will be in terms of the quality, the quantity and the variety of tasks engaged in by pupils.

Effective guidance and counselling

One aspect of school effectiveness is the extent to which the head introduces and manages a programme of guidance and counselling of the children. This involves ensuring good relationships between teachers and pupils, meeting the needs of individual pupils and working with all the teachers to create a generally caring atmosphere. For effective guidance and counselling, the school head should note:

- the need for effective organisation structures in the school
- the need for effective communication.

Effective organisation structures

The school organisation structure and procedures should ensure the effective care of the pupils. They will vary from one type of school to another, but in general for effective guidance and counselling the following requirements are essential:

- appropriate information on pupils
- appropriate confidentiality at all times
- sound advice and reassurance for pupils and parents at important times of transition
- appropriate counselling sessions with the pupils and parents on a regular basis
- prompt responses in crises
- continuity of procedures for a pupil moving through the school
- effective forms of records and of record-keeping
- a policy in which all teachers and promoted staff are involved in information and review of the school policies.

Communication

Effective communication is an essential tool for the head in managing the school and ensuring that staff are aware of the pupils' needs at the right time. In respect of this the following guidelines for ensuring effective guidance and counselling are suggested:

1 Make a clear statement of policy which preferably all staff have the opportunity to formulate and review.
2 Apportion and describe jobs and relevant tasks.
3 Link guidance and counselling with the academic systems so that an all-round view of the pupil is available.
4 Give all staff an appropriate and satisfying role within the school's activities.
5 Ensure a flexible system which allows teachers to maintain an interest in a child rather than handing a case totally to a colleague.

In addition, there should be a regular review of the progress of pupils with specific problems, formally conducted interviews and general discussion on important issues affecting the school pupils. In some schools, a special office is created for counsellors.

Finally, it is important to consider effective communication with parents. This may be through the form of the Parent-Teacher Association (PTA) meetings or during the visiting days.

Activity 1.4

Plan a visiting day for the parents of your pupils during which the parents and teachers can receive reports on the progress, problems and prospects of their children. You should list areas of interest to you, including those which fall within the area of guidance and counselling. Your objectives for the Open Day should be clearly stated in the plan. You might consider such questions as:

- what should the parents see and why?
- what should the role of the teachers be?
- how can all the pupils play some part in the programme?

20 minutes

School leadership

Leadership has been defined as 'The work a manager performs to cause people to take effective action'. The head is the leader in the school setting and he or she is involved in five main management activities:

Decision-making: arriving at conclusions and judgements;
Communicating: creating understanding;
Motivating: encouraging and inspiring people to take the required action;
Selecting people: choosing people for positions in the school;
Developing people: helping people to improve their knowledge, attitudes, and skills.

Effective leadership is essential for the achievement of results. The head's leadership strengths or weaknesses affect the performance of the entire school. He or she can:

- clarify or confuse objectives, the extent to which the curriculum is oriented to jobs, and criteria for measuring performance
- stimulate or inhibit optimum performance
- encourage or retard the use of his or her subordinates' best abilities, skills and interests
- provide or withhold incentives for growth and development
- enhance or undermine job satisfaction and morale.

Activity 1.5

(1) As a school head how would you answer the following questions:
- how democratic am I, and should I be?
- how much do I involve my staff in group participation?
- does this participation provide results or is it just a waste of valuable time?
- how do I use my authority without arousing resentment?
- how do I prevent my orders from being distorted by staff?
- are there some groups of staff who seem to respond differently to my leadership than other groups of the staff and, if so, why?

(2) As the head of your school list some of the characteristics you think you need to develop to improve the effectiveness of your leadership.

20 minutes

Comments

Your list will probably have included personal attributes such as: awareness, sensitivity and an understanding of human relations; skills in the techniques of ascertaining the cause of personal problems; mastery of the art of changing behaviour; and skills in on-the-job coaching. You might like to compare your list with the following summary of leadership characteristics.

The effective head:

- adds value to the resources of the school
- is a prime mover
- energises staff
- promotes the satisfaction of subordinates' needs
- builds a committed and cohesive work group

- sets an example to staff
- is a resource expert
- is a change agent
- is an essential link between staff and pupils.

School ethos

Most schools have traditions for efficiency, effectiveness and quality, which are reflected in the pupils' behaviour, dress, discipline or the school motto. Parents often choose a particular school because of their belief in its ethos as reflected in the teachers' attitude to pupils, the teachers' skills in developing relationships with pupils and general evidence that good relationships prosper.

As a school head can you suggest some other aspects? The following are identified as factors associated with a good school ethos:

- the general well-being of pupils
- teacher commitment and morale
- positive attitudes of teachers to pupils
- recognition of the motivating effects of praise
- a sense of identity and pride in the school
- suitably high expectation of academic progress and behaviour
- the quality of teaching
- the way the management supports the staff
- opportunities for pupils to participate actively in their own learning
- the range and quality of co-curricular activities and the opportunities to assume responsibility
- an appropriate degree of both co-operation and competition
- a concern to establish good relations with parents and the wider community
- staff consensus on the mission and values of the school
- pleasure in learning
- a sense of belonging
- courtesy
- firm but fair classroom management
- care for the fabric of buildings
- support from the government
- a functional and supportive former students' body
- sound school policies relating to such areas as the curriculum, teaching styles, assessment, guidance and counselling, provision for pupils with learning difficulties, discipline, resource management, management structure and procedures, homework and staff development.

An examination of school policies in each of the above areas will tell us a lot about a school's prevailing ethos.

Although there are common basic policies in schools, most vary from school to school; but differences occur also in the nature of policies themselves. Some policies are documented, while others are traditions and a part of the school ethos. There are administrative policies which differ from statutory/government ones. But having a policy is one thing, ensuring that it is implemented is quite another, and here, the head's role is crucial.

Activity 1.6

Indicate at least five areas in which your school has a clear policy available in writing, and using the format below, state whether or not and how you monitor those policies.

Policy	**Monitoring method**
Teachers must be in school at least ten minutes before assembly each day.	I stand at the entrance to the school with a stopwatch and record their arrival on a form!

20 minutes

Comments

The means you adopt to monitor the implementation of school policy will of course vary, depending on the nature of the policy. The important point is that monitoring and evaluating are essential for an effective school system, and may involve many agents and elements, and especially all the staff at different levels. In sum:

1 Each school has policies and practices which require monitoring and evaluation across all aspects of school life.
2 Individuals should monitor and evaluate their own practices, taking their pupils' views into account whenever appropriate.

Monitoring, evaluating and reviewing, therefore, are features of what should go on in every school. Everyone engaged in the process at whatever level should seek to improve the effectiveness of the school for the benefit of all concerned – staff, parents, the community, and potential employers. The various characteristics and features of effective learning and teaching and of the effective head have been explored in this unit. Subsequent units will look in more detail at how evaluation may be undertaken.

Summary

We started our discussions in this unit by looking at a few concepts, the major one being that of effectiveness. Some indicators of school effectiveness were identified (Fig 1), but there is no doubt that the effectiveness of the school is closely tied to the existence of some key school management characteristics. These include sound teaching and learning, functional school organisation, good personal relations, effective guidance and counselling, a good school ethos and effective leadership, and continuous monitoring and evaluation. The latter can be considered a defining characteristic of effective management.

A self-evaluation exercise

(1) As a school head, and using the knowledge acquired from this unit, write a brief account for your education ministry of the effectiveness of your school.

(2) Classify the various policies of your school and explain why some are more weighty and significant than others.

The Rationale for Evaluation

2

Introduction

This unit seeks to explain why evaluation is a necessary tool in monitoring school effectiveness. Many school heads do not utilise evaluation as much as they should do. They merely examine students for examination purposes but ignore, for example, the reports of school inspectors. They see examinations as evaluation and consider the exam results as the end of the process. Evaluation involves reviewing the whole school process to find out why certain things have happened or what should be done to improve poor performance. School heads need to be aware that they are accountable not just to the government but to pupils and parents, as well as the community which is served by the school.

Individual study time: 2 hours

Learning outcomes

By the end of this unit you should be able to:

- list reasons for establishing standards of accountability
- identify the main functions of evaluation
- outline the place of evaluation in effective school management.

Accountability

The broad aim of formal education is to produce human beings who are able to appreciate the benefits of education and contribute to the development of the community in different spheres of life, be it political, moral, social, economic or technological. Most governments see education as an important investment and therefore devote huge sums of the taxpayers' money each year to the provision of education at all levels. The government spends money on infrastructure, such as school buildings, on the payment of teachers and other personnel, and on the provision of materials. There is therefore a serious need for each government to ensure that the money provided for education is wisely spent.

The government also needs to know that the aims of education are being achieved. It needs to know, through constant evaluation, where there are areas of shortcomings which need to be corrected so that the goals of education can be achieved. In addition, as schools draw their pupils from the community they are accountable to the community in many ways, including, for example, the kind of curriculum which is being operated, the quality of examination results, and the safety of the children.

We will look further at the various functions in due course but first let us develop our understanding of evaluation as a management tool, building on ideas introduced in Unit 1.

Effective school management and administration

In Unit 1, monitoring and evaluating were identified as important school management functions, necessary for ensuring effective and efficient schools.

Activity 2.1

(1) What do you understand by an efficient and effective school?
(2) What steps should the school head take to ensure efficiency and effectiveness?

10 minutes

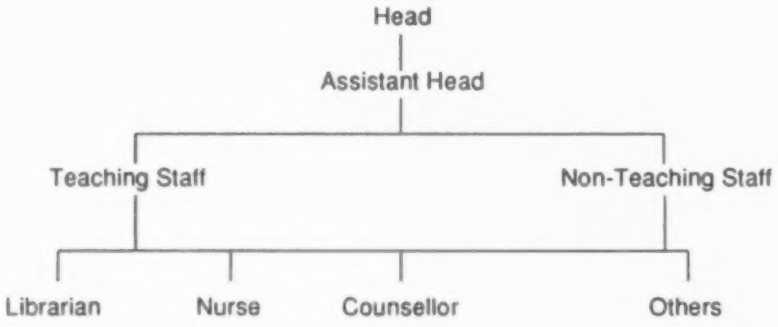
Comments

This section recalls some of the points made about effective schools in Unit 1 and introduces other issues relating to efficient management and administration. As you read through check whether these notes provide a full list of everything which may contribute to efficient management.

School organisation

A school is established to give and receive learning. A school that is able to discharge effectively its daily routines is providing value for money. For this to happen, the school should be well planned so that learning can take place in a conducive atmosphere. A pro-active management style is required where planning occurs well in advance of events occurring. An efficient school should have good communication channels for effective administration. The chart in Fig 2 is a model.

Fig 2 School organisation



This simple model shows the hierarchy in the school authority which must be maintained for discipline. A school without discipline cannot be efficient or effective. To each of the offices there are specific duties attached and failure of one officer will affect the effective administration of the school.

School curriculum

The head should see that the school calendar is collected from the State Ministry of Education and ensure that all school activities coincide with the school calender. He or she must see that textbooks, stationery, furniture, games equipment and library books are ready before school resumes. Syllabuses of all the classes must be available and, with the assistance of the assistant head, teachers will be helped to prepare schemes of work.

The head and assistant head should ensure that lesson notes are made daily and that teachers teach according to the lesson notes. Assignments, tests and examinations should be marked and recorded promptly and corrections done where necessary. Teachers should do corrections with their pupils so that they can understand their mistakes. This will help to improve effectiveness in teaching. Making pupils swap their exercise books for marking without their being checked by the teacher is a practice which should only be used occasionally.

Parent-Teacher Association (PTA)

The head should ensure that PTA meetings are held at least once a term. It is essential that there is a cordial relationship between parents and teachers for the effective administration of the school. If parents are properly approached they can help in easing some of the financial problems in a school. In many countries PTAs have assisted schools with transportation, building of classrooms, and some have levied themselves to augment the children's feeding.

Staff meetings

Staff meetings (of the whole staff, departments and special committees) should be held regularly to review the running of the school. Heads should adopt a democratic system by listening to teachers and understanding their personal and professional concerns.

School records

The head should ensure that complete and accurate records, covering pupil and staff records, stock ledgers and registers, and other records which provide a full picture of the life of the school, are kept. It is also necessary for the head to have such records as Time and Movement Books so that absenteeism and irregular movements of staff and school resources can be checked.

School accounts

The head should keep proper accounts of income and expenditure and bills and receipts must be accompanied by vouchers. These are required in the auditing of the school accounts as well as promoting the principles and practice of accountability and evaluation in the school. The local government accounting staff will inspect the account books of the school to ensure that votes given to the school are properly spent.

Inspection records

The head must keep a record of all inspection reports and discuss these with the staff so that recommendations with regard to how the system can be improved and developed may be implemented.

Activity 2.2

(1) Make a list of some essential features you should look for in an inspection report.

(2) Describe how you presently use inspection records to contribute towards improvements in your school and the mechanisms for implementing change.

20 minutes

Comments

You will probably have included a range of features in your list including observations of lessons which focus on the effectiveness of the teaching and learning process. The important point, which we wish to highlight here, is that inspection records, together with the data contained in various school records and reports, should provide information for the school head which he or she may use as a means of institutionalising changes in schools. If this is done then evaluation and monitoring become major tools for effective management.

Let us now look at the functions of evaluation more closely.

Functions of evaluation

It is through evaluation that we learn to what extent the goals of education are being achieved. It enables us to review the progress of education and to devise new measures for its improvement and development. Four main functions of evaluation can be described.

Diagnosis

You can use evaluation to discover or locate weaknesses in your pupils as to what they do not know. Diagnostic testing will enable you to decide whether some of your pupils need remedial courses or not. Pre-tests given at the beginning of a class are good for determining what the pupils already know and what they do not know. For instance, at the start of an English lesson, you may ask for the meanings of some words to find out if your pupils have come across those words. You may then have to explain the meanings of such words even before the passage is read. This is to facilitate the reading exercise. This is a form of diagnostic evaluation – you have got some information by which you have judged the knowledge of the pupils and finally you have taken action to remedy the situation.

Prediction

Sometimes we give tests to identify the aptitudes and abilities of the pupils. This sort of test is varied so that different types of abilities are catered for. From this test you can predict pupils who are creative, technically or arts oriented and as a teacher you give them exercises that will help develop each individual's interests. The National Examination given in Nigeria to select gifted children is a good example of this.

Selection

Through evaluation we learn where additional and better resources – human, material and financial – are required. Thus evaluation is used to identify suitable persons for particular courses, jobs, entitlements, etc.

Grading

Evaluation whereby pupils are ranked and graded in order of performance is commonly used in schools. Grading between schools in terms of exam results and other performance criteria provide parents and the public with a measure for choosing which school to send their children to.

Evaluation and target setting

In target setting, you need to have a specific objective (or target) you want to accomplish, a plan as to how you will achieve that target and then evaluation procedures to indicate whether it has been achieved.

For example, you may have many underqualified teachers in your school, who can adversely affect the quality of education. You may decide you need to enable them to obtain training, through upgrading. You will need to set a time limit for this upgrading programme and also decide what method of upgrading will be immediately useful. After setting the time target for the upgrading, you will need to plan your approach. As teachers on the job, their upgrading programme has to be an in-service course. You then need to decide how many of them should go for Sandwich Programmes held during the holidays and how many of them could be upgraded using a Distance Learning Programme, such as has been provided in Nigeria by the National Teachers' Institute (the NTI). The final step in the process is to decide on criteria for evaluating whether the objective has been achieved – and to ensure that the results of any evaluation are utilised to plan the next development.

Activity 2.3

Can you provide examples of ways in which the neglect of evaluation reports has hindered the development of effective teaching and learning in your school?

10 minutes

Comments

You may be able to cite examples of evaluations of projects undertaken with particular goals, for example improving the quantity and quality of food in your school, repairing damaged furniture, improving discipline, etc. When actions are not taken as recommended in evaluation reports then there in unlikely to be any improvement and the quality of teaching might be affected. You might like to reflect on why evaluation reports are so often ignored, before turning to the next short activity.

Activity 2.4

(1) What problems have you encountered within your school in trying to implement changes recommended by school inspectors?

(2) What problems have you encountered in getting the Local Government Authority (or District Education Office) to improve your school as a result of recommendations made by school inspectors?

10 minutes

Comments

Problems in improving the school might be due to some of the following factors:

- failure to communicate and share recommendations with those who need to know
- failure on the part of the Ministry's officials to act
- financial and resource constraints
- inexperience in how to set about using the recommendations to implement changes
- lack of organisation in the school to enable the implementation of the recommendations
- mistrust of the value and accuracy of the evaluation reports.

The last point is important. Often the quality of information available through evaluation exercises is rather questionable and subsequent units will explore this issue further.

Summary

In this unit you have studied the reasons why monitoring and evaluation are essential characteristics of effective school management. The major functions of evaluation have been identified. These fall into two main categories: evaluation to assess the extent to which goals are being achieved in order to improve performance; and evaluation for accountability purposes, in order to justify performance to others. Evaluation is about asking questions and gathering information, and attention has been drawn to both the quantity and quality of information which the school head needs in order to help improve school effectiveness.

Self-evaluation exercise

Imagine you are an inspector of schools. Write an inspection report on your evaluation of a particular school in your locality, perhaps your own!

You could select one of the following points for particular attention: learning conditions, discipline, channels of communication, school administration, supervision by the school heads, record-keeping, involvement of PTA or staff meetings.

Evaluation Techniques

3

Introduction

In this unit we will discuss the different evaluation techniques which the head can use in assessing the performance of different components in the school. Evaluation involves collecting information at regular intervals about ongoing programmes within the school and then analysing it. Data collection can be in the form of general observation of pupils, seeking views through discussion groups, peer evaluation, interviews, etc. This unit examines these techniques and also considers the role of external agencies such as the inspectorate division in the evaluation of the school.

Individual study time: 4 hours

Learning outcomes

By the end of this unit you should be able to:

- describe different evaluation techniques
- apply appropriate evaluation techniques to meet different situations
- outline the different activities and techniques adopted by external agencies such as the inspectorate service in the evaluation of your school.

The various techniques of evaluation

Evaluation involves making judgements about achievement in terms of set goals, but before you can pass judgement, you must pin-point an area of activity which you seek to evaluate and then seek information about it. Based on the information you have collected, you are then in a position to pass judgement on the quality of the activity, or the particular situation in relation to the criteria set.

Any or all of the following techniques may be used to gather information:

Questionnaires or checklists: These can be used by the head to obtain from pupils or teachers an assessment of various aspects of school life, for example: the standard of catering services in the school; the standard of work of some specific teachers; the success of some innovations introduced to the school. It is particularly important not to try to evaluate too much at one time; instead focus on a relatively discrete and manageable topic.

Observation of classes: This is a technique to evaluate the effectiveness of teachers and the overall teaching/learning environment in terms of physical facilities, for example, chalkboard, classroom seating arrangements, ventilation, etc. We can also use this technique to check the pupils' stationery/textbooks and the teachers' classroom control.

Systematic reporting: This technique involves written reports or diaries on a daily or weekly basis written by pupils or teachers on, for example: chronic latecomers or absenteeism from school; the incidence of various acts of indiscipline in the school; or the quality of the co-curricular programme.

Interviews: This is a technique whereby data and information is collected from pupils or staff through a face-to-face interview focusing on a specific issue.

Peer evaluation: Evaluation often seems to imply someone more senior evaluating the work of someone junior. Peer evaluation involves co-workers (heads, teachers or pupils) using the techniques described above to help each other.

Discussion groups: This technique recognises the views of different groups, such as teachers in different departments, school prefects, the various clubs and societies, in their evaluation of different aspects of school life. In business and industry such groups may be known as Quality Circles, since their purpose is to evaluate their work situation and then make suggestions for improvement. Local Teachers' Clubs and national associations (for example, of school heads) are really discussion groups on a larger scale.

Activity 3.1

Make a note of which of these techniques you use in your school and of any problems encountered.

10 minutes

Comments

We will deal with each technique in turn to enable you to reflect further on its development and application. But it is important to remember that whatever technique is used, you have to ensure that the information is recorded simply and accurately and in a form that will enable you to analyse it quickly. This is most likely to involve written data (for example, questionnaires and diaries) but could include audio or video-taping (for example, observations).

Questionnaires

Supposing you want to assess a teacher of a senior primary class. How would you go about the task? In order to obtain information on the teacher's class performance, you might decide to design a questionnaire to be filled out by the pupils. The following variables might be a part of the questionnaire/instrument:

Class: age of pupil completing the questionnaire; punctuality; commitment of the teacher to work; communication ability of the teacher; the use of a variety of teaching methods; correction of pupils' work; relationship with pupils; and so forth.

You may add more areas as you see necessary or perhaps exclude some of these. In any event, a questionnaire for this level of pupils should be simple, with short and close-ended questions. After designing the questionnaire, you will need to ensure that it is distributed to the whole group or a representative group if the target population is too large. After administering the questionnaire, you will have to analyse the information in it and together with other collected or available data pass judgement on the ability of the teacher as far as the set goals of the school are concerned. For example, you might want to express the results in terms of percentages and to say whether the results are significant.

Activity 3.2

Imagine that a particular club or society in your school is lagging behind others, that is, it is not very functional. Draw up a questionnaire to be administered to pupils which would evaluate the state of affairs of the club and provide an indication of how to remedy the situation. Would other evaluation techniques also be appropriate?

30 minutes

Comments

The questionnaire should be comprehensive and cover all the various aspects of the club such as regularity of meetings, quality and variety of activities, effectiveness of the patrons, fees charged, contributions of members during meetings, issues such as conflicts with dates of other meetings, etc.

The use of a questionnaire is an important technique where concrete information can be collected from the staff and the pupils on the issue to be evaluated. A checklist may also be suitable in which simple and uncomplicated answers are required such as `Yes' or `No', `Supported' or `Not supported', or simple ticks are required on a graded scale or against a predetermined range of answers. In order to get some objective responses there may be the need for anonymity. However, this could be supplemented by more subjective data from interviews, for example.

Observation of classes

Observation of classes is a method of evaluating the teaching and learning process, assessing the classroom performance of teachers and providing a regular check on the state and use of classroom facilities. It may be useful for heads to organise routine observations of classes at different times of the day in the school by different teachers, including his or her own lessons.

Activity 3.3

Make a list of ten items you would observe in monitoring a teacher's effectiveness in delivering a lesson in the class.

20 minutes

Comments

As we noted in the previous section observation might focus on aspects of the learning environment such as physical facilities. In addition your list probably includes materials which were prepared for the lesson, evidence of a lesson plan, indications that the teacher is communicating effectively with the pupils on the objective of the lesson and a range of items concerning pupil/staff interactions. Indeed, in order to evaluate the extent to which effective learning has taken place in the classroom, attention has to be focused on pupils as well as the teacher. Therefore, observation will include, for example, responses of pupils to the questions of the teacher, the time given to, and quality of written work, and the use and availability of text-books. You might also want to evaluate contributions made by a teacher to a subject outside the classroom, for example, in a departmental meeting.

Activity 3.4

Draw up a programme of classroom observation which enables you and your staff to have an effective and regular coverage of classes in your school for three months. It should cover:

- a broad spectrum of teachers;
- all subjects on the curriculum;
- all classes in the school.

30 minutes

Comments

We think you will agree that it is useful to have some form of policy and programme for carrying out regular classroom observations. This should be done in such a routine way that teachers and students become familiar with observations in the classrooms. Such regular monitoring should enable any deficiencies in the physical facilities and the level and standard of lessons delivered by teachers to be rectified. As may be expected, you will find teachers making mistakes during their lessons, but you should not correct the teacher there and then in the classroom in the presence of the pupils, as this will inevitably destroy the confidence the pupils have in the teacher. However, where a teacher's mistake is likely to put the pupils or the teacher in an obvious danger such as an experiment or the use of tools in a workshop, the intervention of the head is defensible.

Interviews

Interviews may be structured (following a set list of questions) or unstructured (a discussion following no set plan) or semi-structured (partly set questions and partly free discussion). The last is the most common approach. You will probably have used informal interviews many times to collect information from members of staff, and will be aware of some of the problems surrounding this face-to-face technique of asking questions and noting answers (either mentally or recording on paper or tape). You might like to spend a few moments jotting down some of the advantages and disadvantages of interviews.

You will no doubt agree that a major advantage of interviewing is its adaptability. A good interviewer will be able to follow up leads: 'You mentioned that...', 'Could you explain...?'; probe responses: 'Why do you think that?' and generally get closer to an interviewee's true feelings, motives or attitudes. This is something which a questionnaire can never do.

The problems are, of course, that a good interview can be very timeconsuming, and there are many opportunities for bias. This can be as a result of the way in which the questions are asked and also as a result of respondents giving an 'acceptable' but inaccurate answer. Preparing for and undertaking interviews and analysing the information collected requires considerable care and attention.

In sum, as with many of the other techniques discussed here, the choice should be determined by the sorts of information you wish to collect, why and from whom. For example, if you want to obtain information from younger pupils, you would probably obtain better results from talking with them than asking them to write responses in a questionnaire.

Continuous assessment

Continuous assessment of pupils' work involves a range of techniques by which a head ensures that pupils' work in the various subjects is regularly and comprehensively evaluated. This could include the use of regular assignments, class tests, projects, practical work as well as observation and oral tests.

Activity 3.5

Compile a list of the forms of continuous assessment used in a classroom in your school over a period of a week (or more) in selected subjects. Assess the adequacy or otherwise of the test or assignments or other techniques used by the teacher and the quality of reporting.

Over 1 week

Systematic records

It is a useful exercise for the head to draw up a checklist of important school records which should be in place at regular times in the school, and then to evaluate the purpose which such records are expected to serve in the school and their quality. In the process, the head will not only have a handy list or records, but will also have a list of staff who are responsible for keeping such records.

We give an example overleaf (Fig 3) of a checklist of equipment, records and facilities which should be in place for the effective administration of the school laboratory (excluding a list of specific science equipment).

Activity 3.6

Draw up a checklist similar to the one given in Fig 3 of the records and equipment which should be available for the general operation of the Fine Art Department of your school.

You might like to consider how often in a school term of three months you would actually use the list and how you might use it to evaluate the general effectiveness of the administration of that department.

30 minutes

Comments

One of the important points to remember about such systematic records is that for them to be useful for monitoring the effectiveness of management

Fig 3 Equipment and facilities record

S/NO	EQUIPMENT/RECORD	OFFICER/TEACHER RESPONSIBLE	REMARKS
1	Sand bucket	Science teacher	Available at all times
2	Fire extinguisher	Head	Functioning always
3	Fire blanket	Head	Available
4	First Aid box	School nurse	Should contain essential drugs
5	Stock book	Science teacher	To be kept up-to-date
6	Breakage book	Science teacher	To be kept up-to-date
7	Fume box	Head	Available
8	Gas/electricity supply	Head/ Science teacher	Available
9	Rules and regulations on the use of the laboratory	Science teacher	To be displayed conspicuously
10	Subject syllabus	Department Head	Current syllabus
11	Schemes of work	Department Head/ Science teacher	Breakdown on weekly basis for each year
12	Mark books	Science teacher	Available at all times
13	Departmental library	Department Head	Available

and administration, they must be maintained and regularly updated. They can provide a criterion against which evaluation can be made. For example, taking Fig 3, Item 5, a quick assessment can be made as to whether the information in the stock book is up-to-date.

Self-evaluation by peer group contribution

Peer groups in schools can be used to obtain information which can contribute towards school effectiveness. For example, various character traits manifest themselves more within the pupil peer groups than in class and could be brought to the attention of the head by members of the peer group. The head might consider exploring this avenue to help identify pupils who have particular character traits, or who have the potential to take on responsibilities such as the head prefect, class captains, house captain, games or labour prefects, etc. However, it is an 'evaluation' technique which needs to be treated with some caution and sensitivity.

Discussion groups

There are sometimes specific situations in a school where an evaluation can only be made by using the views of a range of appropriate groups in the school. Let us consider a situation where there have been repeated complaints by pupils about the general quality and quantity of food available in a school dining hall. It would be difficult for the head to obtain an accurate evaluation of the catering services in the school without seeking the views and opinions of all involved: the catering officers, cooks, stewards, house masters and mistresses who supervise the pupils during meals and the pupils themselves. Thus, one obvious approach to the evaluation of the catering system would be to call a meeting of this group of people to address the issue.

The views and advice of this group would no doubt go a long way towards an accurate evaluation of the effectiveness of the catering services in the school. Can you suggest other sources or methods of obtaining information? You will probably have thought that a questionnaire might usefully be administered, or individual interviews undertaken. Frequently a combination of evaluation techniques are most likely to provide the range of information which is needed in order to draw conclusions.

Evaluation and external agencies

It is important for the head to be familiar with the work and methods of operation of external agencies who are involved in evaluation, such as the inspectorate service. It is likely that some of the techniques used by these bodies for the evaluation of schools can be adapted for use in schools, and exposure to new ideas and innovative practices in the evaluation of schools will be useful. In this respect, the head could obtain copies of reports of inspections carried out by the inspectorate as well as guidelines used by subject inspectors for the inspection of subjects.

Other external agencies are also involved in evaluating schools for a variety of circumstances. For example, in Nigeria, an inspector of schools at the federal or state level could visit a school and render a 'state of the affairs' report on the 'men', materials and finances of the school. Similarly, examination bodies like the West African Examinations Council (WAEC) conduct a summative evaluation test for final year students in senior secondary schools yearly with a view to selecting those who qualify for the Senior Secondary Certificate Examination (SSCE). The results of West African School Certificate (WASC) examinations could be a performance indicator for the school. Other evaluators are likely to include accountants, health inspectors, members of the school governing board, and educational researchers, all of whom visit schools to collect informnation on issues specific to them and use the information to evaluate particular problems of interest.

Activity 3.7

(1) Obtain copies of the inspectorate guidelines and reports on various areas of inspection. Then examine them with respect to the techniques used to evaluate:
- different subjects of the school curriculum;
- school management, including administration and organisation;
- co-curricular activities;
- boarding house and corporate life;
- school ethos.

(2) Extract from these documents approaches which are applicable to the self-evaluation of your school, for use by yourself, the assistant head and heads of departments.

30 minutes

Comments

School inspectors adopt a range of evaluation techniques in order to gather information, draw conclusions concerning all aspects of the school, and make recommendations for improving school effectiveness. It is very likely that some of the practices adopted by inspectors can be used by you and your staff in order to undertake the self-evaluation of your programmes and teaching.

A critical examination of the reports of external agencies such as the inspectorate should provide you with some useful insights into how to plan and execute a programme of evaluation. This is the focus of the next unit.

Summary

In this unit you have been introduced to some important techniques of evaluation, including: questionnaires, observation, interviews, peer and discussion groups, continuous assessment and records. You have also learnt that whichever technique you use, you first have to record the information gathered carefully in order to be able to analyse it and make judgements concerning the questions being asked and issues addressed. Developing evaluation instruments and analysing information may be a little technical and you may therefore need to set up a committee in your school to design proper school assessment instruments like questionnaires, interviews, observations, diary keeping and to analyse the information collected. Such a committee can also help guide the planning and execution of an ongoing programme of school evaluation, as explained in the next unit. Your inspectorate should also be able to give you considerable help in this.

Self-evaluation exercise

Tabulate the main areas of school life, including the curriculum, staff and students, discipline, pastoral care, environment, finance and resources, etc. and the evaluation techniques which you might develop and apply in each area in order to help contribute towards improving school effectiveness.

Planning a Programme of Evaluation

4

Introduction

Evaluation is a key managerial skill, required both by those from outside schools, such as school inspectors, researchers, and examiners, and those working from within. This unit focuses on self-evaluation, that is the process of each school evaluating its own work as part of a planning and managerial process. This builds on our discussion of evaluation techniques in Unit 3.

Individual study time: 2 hours

Learning outcomes

By the end of this unit you should be able to:

- analyse the factors which determine how self-evaluation could be conducted in a school
- plan a suitable evaluation programme for your school
- identify priorities and time-scales within which such plans could be achieved
- identify the resources available for the evaluation bearing in mind other pressures on resources
- collect, record, collate, analyse, interpret and report information.

School readiness for self-evaluation

A conducive school climate is a prerequisite for successful teaching and learning, and it is an equally necessary condition for undertaking a self-evaluation exercise. Such an exercise presupposes that both the head and the staff have the right type of positive attitude that will enable successful self-evaluation projects to be conducted. For an evaluation programme in school to be effective, the head and the staff must co-operate and work as a team. When the staff are consulted in all aspects of school matters, they are more likely to feel committed and to carry out assignments given by the head. Thus, ensuring a conducive climate is a necessary step towards introducing a systematic self-evaluation scheme into a school.

What is a conducive climate? The following are some of the conditions we might look for:

- commitment of the management of the school which is expressed in clear statements acknowledging the importance of self-evaluation as a necessary and ongoing aspect of policy
- a management style based on openness, trust and confidence

- an institutional climate which fosters collaboration, innovation and the expression of ideas, and opinion formed through rational argument
- a school culture in which there is an expectation of critically reflective practices, access to information on current educational thinking and development, and which exploits the use of available expertise within the local authority, colleges of education and other agencies
- a district and regional support system which is responsive to the needs of schools in developing the skills and expertise needed to develop self-evaluation strategies
- an acknowledgement of the distinctions between self-evaluation procedures and appraisal procedures (see Module 3, *Personnel Management*, for detailed consideration of appraisal)
- considerations of the resource implications of self-evaluation procedures
- an awareness of the time implications of self-evaluation activities
- an expectation that identified needs will be satisfied.

Activity 4.1

List the steps you might take to carry out a small survey to find out how ready you and your staff are to undertake a programme of systematic evaluation in your school.

20 minutes

Comment

Here is one way to go about it.

1. Prepare a short questionnaire to survey staff opinion on a range of aspects of your school, including questions about the following:
   - the learning process and level of performance
   - the curriculum and how it is implemented in your school
   - the physical environment, including provision and maintenance.
2. You could make several simple statements about each aspect and let your staff react to each. You might also undertake informal interviews raising questions related to the 'conditions' listed above.
3. You also need to undertake your own self-assessment. The questionnaire presented in Fig 4 might be useful.

Fig 4 Self-assessment questionnaire

Score a grade of 0 to 4 (0 totally disagree, 4 totally agree) to indicate to what extent you agree or disagree with each of the following statements:

GRADE

1 One should ignore certain faults in the work of subordinates in order not to discourage them. ________
2 I spend too much time sorting out problems that my subordinates ought to be able to deal with. ________
3 I try to tell my subordinates exactly what they have to do and how I want it done. ________
4 I know enough about my area of responsibility to be able to take most decisions quickly and without having to seek the views of my subordinates. ________
5 I always consult with my staff before we make any changes. ________

From your answers you may be able to see whether you are making all the decisions affecting your school alone, or if you believe in teamwork and involve your staff in the decision-making. Note that some seek 'agree' answers, whilst others seek 'disagree' or even neutral answers. In assessing the climate of your school, please note that there is no perfect school. No-one is likely to agree with you about everything! Your teachers may tend towards being helpers or hinderers. It is your job to try to make everyone see how they may contribute to the evaluation and change process in their own way.

Planning an evaluation programme

Identify the issues

In planning a suitable evaluation programme for the school, the problem areas must be identified and sorted into types or categories, and then ranked according to criteria such as urgency and feasibility. Thus you can isolate the problem or issue to be studied. Such a problem or issue must be important and manageable; do not try to evaluate too much at one time.

Formulate questions

After selecting the problems or issues to be studied, you now decide on the specific questions to be asked, and to whom they will be addressed. For example, the priority may be the performance of students in a certain subject, or the behaviour of a particular group of pupils who exhibit deviant traits by playing truant or by destroying school property. Formulating questions requires the discipline of keeping within the bounds of your enquiry and of limiting the number of questions asked.

Fix a time-scale

You now need to fix a time-scale within which to conduct the evaluation. In fixing this you should take into consideration the earliest time for the evaluation to be accomplished, the latest allowable time, and slack periods, during which the evaluation could be delayed. If the evaluation goes on for too long people may lose interest and introducing changes may become more difficult.

Match resources to the programme

It is also very important to identify the resources available for the evaluation, in particular, the time of those who may be involved. This is necessary because the successful accomplishment of the programme will be eroded if, for example, the staff are too busy to participate. Once resources are allocated they must be matched to the time-scale and progress monitored to ensure that the exercise is completed on schedule.

Collect the information

As soon as the preliminary stages have been completed, the investigating team can begin the work of the evaluation proper. Basic information on the problem which has been isolated for study could be obtained using one or more of the following techniques:

- using diaries that are kept systematically by individual teachers
- interviews

- observations, including shadowing selected teachers or pupils
- brain-storming discussions
- questionnaires.

Collate the information

The information needs to be gathered and arranged in a systematic order which will help you or your team to analyse, and interpret the data.

Interpret the data

It is important that an evaluation exercise such as we are proposing is not intended as research for a PhD, but as a practical, problem-solving exercise to provide new solutions to old problems. The analysis and interpretation of the data should thus be limited to describing the problem and identifying possible ways forward.

Write the report

You will need to consider carefully the form of your report and how it will be disseminated. The purpose of the evaluation and the target audience must be kept in view when compiling the final report. It must be short, perhaps just two or three pages, and to the point. Overlong reports divert attention from the set objective. A good report will:

- state the problem
- describe briefly the methods used to collect the information
- identify alternative ways forward
- make recommendations about which path to choose and what needs to be done to implement it.

Case study

Problems at Ikeja Primary School

Some parents are withdrawing their children from Ikeja Primary School. Mr Musaazi, the head, decides to mount an evaluation programme to find out the reasons for the withdrawal and how best to check (or even reverse) the situation.

What steps should he take? Outline a possible plan of action.

30 minutes

Comments

You could consider the following outline and see how it tallies with your own plan, and then enrich yours where necessary.

Identifying issues

The head might call a Parent-Teacher Association (PTA) meeting to identify the problems.

Suppose the problems listed are:

- lack of equipment
- increase in exam fees
- low performance of students in the sciences
- teachers not attending classes as and when due.

Deciding on the priorities

The head could call a staff meeting to explore these problems with the staff, to establish their priorities and then to decide on them as they feel appropriate and given the available resources and time.

Re-arrangement of the priorities may be like this:

- teachers not attending classes
- low performance of students in the sciences
- lack of equipment
- increase in exam fees.

Planning the evaluation programme

The head might now decide to evaluate the first two areas, and find out about the level of teacher lateness and absenteeism, and the reasons for this, and also find out about the performance of pupils in science subjects. He or she will need to consider the scope of the evaluation, the precise form and sort of evaluation questions to be asked. Some of the topics which may need to be evaluated will include the implementation of the curriculum, lesson plans, timetable allocations, and the actual teaching performance of teachers in the class. It may be useful to set up an evaluation committee to manage the evaluation. Bearing in mind the key evaluation questions being asked, it will be necessary to decide what information is to be collected, how (questionnaires, observations, interviews, group discussions) and from whom. In the light of these decisions a time-scale can be set for the completion of evaluation (including analysis and the preparation and dissemination of the report) and then the evaluation can commence.

Collection of information

Considering just the quality of science teaching will involve both science pupils and their teachers in the evaluation.

Pupil evaluation may be done through a review of the quality of the continuous assessment, checking through the weekly, monthly and termly assessments in science subjects.

The methods used for teacher evaluation could include both peer and self-assessments.

OTHER TEACHERS' ASSESSMENT OF THE TEACHER

The head or the head of science department could carry out this assessment. See Fig 5 on page 32 for an example of an instrument which could be used.

TEACHER'S SELF-ASSESSMENT

The form shown in Fig 6 on page 33 could be used.

PUPIL ASSESSMENT OF THE TEACHER

Pupils can be asked to describe their relationship with the teachers through informal interviews and to rate their teachers using the following indicators: mastery of subject, interest and involvement in teaching, relationships with pupils, personality, and involvement in co-curricular activities.

Fig 5 A sample observation report

Teacher .... Class ....

Observer .... Date .... Topic ....

Remarks: excellent 5, above average 4, average 3, below average 2, unsatisfactory 1.

TEACHING TECHNIQUES OBSERVED	REMARKS
1 Evidence of well-planned and internally consistent lesson	
2 Preparation, use and appropriatencess of learning materials	
3 Variety and effectiveness of procedures	
4 Provision for individual differences	
5 Ability to elicit pupils responses and enthusiasm	
6 Skill in questioning	
7 Ability to elicit varied levels of thinking	
8 Evidence of subject mastery	
9 Encouragement of self-direction and independent thinking	
10 Maintenance of discipline based on respect and understanding	
11 Use of chalkboard	
12 Use of demonstration, illustration and lecture	
13 Use of text and audio-visual materials	
14 Assignment and evaluation of given tasks	

PERSONAL AND PROFESSIONAL ATTRIBUTES	REMARKS
1 Skilled in communication	
2 Sensitivity to pupils	
3 Poise and appearance	
4 Intellectual curiosity	
5 Voice and use of language	
6 Understanding of principles of learning	

Fig 6 A teacher's self-assessment form

HISTORY

Teaching experience in years .... Sex ....

Subjects taught ....

Qualifications ....
(Give details of your professional qualifications)

....

....

Levels of classes being taught: Primary ....

Secondary ....

Are you qualified to teach at this level? YES/NO
If no, state at what level you are qualified to teach.

CONDITIONS OF TEACHING AS THEY RELATE TO YOUR SUBJECT
Rate each factor as S - satisfactory, D - some difficulty
U - unsatisfactory.

FACTORS	S	D	U
Time allocated for your work			
Laboratory facilities			
Present supply of equipment			
Annual supply of additions and replacements			
Funds for equipment			
Laboratory assistants			
Co-operation from head			
Space provided in the laboratory for practical work			
Supervision of your work by the head of department			
Pupils' attitude to learning science			

TEACHING METHODS
What form of instruction do you use in teaching? Ring the teaching method most frequently used:

verbal instruction demonstration chalkboard
group work independent work others (specify)

Recording, analysing and interpreting information

The information collected should now be collated together and analysed. The committee should write a report to be presented to the head and staff and a general staff meeting should be held to discuss the report and its findings. During this discussion, the various factors responsible for the problems will be listed out. Suggestions on how to tackle each one will be considered and a way forward, or solution, identified.

Agreeing the report and disseminating findings

Recommendations for improvement and a strategy for their implementation should be agreed and written up in a brief, summary report. A meeting of the parents and teachers should be held and the parents should be able to share views about the evaluation findings and the recommendations. This last step is important as it can help build up the confidence of parents in the school's ability and willingness to undertake self-evaluation for the purposes of improvement and to involve them in the process.

Summary

In this unit you have examined the steps to be taken in planning a programme of self-evaluation in your school. Remember, self-evaluation is an important managerial skill, the purpose of which is to bring about change in all areas of school life. Self-evaluation should be a continuous process, taking each part of school life in turn. Such an incremental approach to school development is likely to lead to more self-reliance, more accountability and a more confident, more motivated and higher achieving school. Sometimes, however, evaluation findings are not used for reasons which we will explore in the next unit.

Self-evaluation exercise

You should identify a particular problem(s) or issue(s) in your own school which could be evaluated and then plan a programme of evaluation following the processes described in this unit.

UNIT

Using Evaluation Findings

5

Introduction

As you will now appreciate from your study of Units 1–4 evaluation is a systematic planned enquiry undertaken in order to enable decision-makers to make judgements concerning the worth of an educational policy, project or programme and to achieve certain aims and purposes. Evaluation can be a costly waste of time and effort, but when done efficiently, vigorously and with the intention of improving educational provision, it is likely to be worthwhile, for the new knowledge gained can be fed back into the system to improve what goes on in the name of education.

But, quite often, the findings of evaluation are not implemented. In this unit you will be asked to consider how evaluation findings can be disseminated and to examine how we can ensure that the evaluation findings are used by all concerned to enhance school effectiveness.

Individual study time: 2 hours

Learning outcomes

By the end of this unit you should be able to:

- state the importance of reporting the results of monitoring and evaluation programmes to those who need to know
- integrate the analysis of evaluation findings into the school decision-making process
- relate the quality of evaluation findings to the level of effectiveness of the school management.

The importance of evaluation findings

The host of educational problems besetting schools today, such as pupil wastage in terms of drop-outs, and the low standard of education, all point to the need to overhaul our educational systems and programmes. But before this can be done, we need reliable and objective data about their current status. Through regular monitoring, evaluation and reporting we will know much better where we are and thus be able to decide what changes are needed to bring about improvement.

As we have seen in the previous units, monitoring is the regular collection of information about ongoing projects and programmes within the school system with a view to determining the nature and level of their performance. A report from a monitoring team should be an objective account of progress in carrying out plans, which provide a baseline against which to judge the impact of inputs into the system under study. Monitoring should be done mainly by school heads and inspectors, but also by district or local government officials, and by officials of the Ministry of Education.

Evaluation also concerns judgements made for the purpose of improvement or accountability. It is also a formal process which may be formative or summative in nature, but it is designed for a particular educational purpose.

Activity 5.1

(1) List down some reasons why you think that reports from monitoring or evaluation exercises are not always made widely available.

(2) What steps might be taken to rectify the situation?

15 minutes

Comments

There are a number of reasons you may have listed, including:

- lack of a requirement to document and report findings
- inadequate mechanisms to disseminate findings
- need for secrecy when the findings are critical
- paucity or unreliability of data which makes the evaluation report worthless
- 'knowledge is power', so the fewer people who know the better.

The steps which need to be taken to rectify the situation include:

- writing reports which can be read (that is, they are brief and to the point and use intelligible language)
- improving the means of production and reproduction (which could include word-processing)
- recognising that knowledge and power are for sharing
- ensuring accuracy and reliability in our reports, through setting and demanding high standards.

Evaluation reports

In order to appreciate how to improve the dissemination and use of evaluation findings, it will be helpful to recall the steps which lead up to the planning and implementation of an evaluation project, and the preparation of the report.

We have seen (in Unit 3) that before embarking on evaluation there are certain points that we need to clarify, including:

- for what purpose is an evaluation required?
- who will organise the evaluation and who will participate and in what ways?
- what are the possible modes of evaluation?
- what are the appropriate tools of evaluation?
- how will the data be recorded and analysed?
- who will use the information?
- what are the best ways of bringing the information to them?

The information gathered should be seen as relevant to the purpose of the evaluation. The credibility of an evaluation process and its findings can be established in relation to the following:

1. It has to pass scrutiny amongst all those concerned with the overall quality of schooling.
2. It needs to be seen to be credible in the school, for example, in respect of what is being evaluated.
3. Finally, it has to satisfy people that any conclusions drawn derive from good quality information and are valid and reliable.

Activity 5.2

Identify the qualities of a good evaluation report. Use your school experience and knowledge of reports by inspectors to answer this question.

20 minutes

Comments

You will probably have included in your list qualities such as: systematic, comprehensive, relevant, usable, valid, reliable. It must also be readable!

If the purpose of an evaluation is absolutely clear it is more likely that the correct information will be gathered to enable conclusions to be drawn and recommendations made as a basis for decision-making. It is therefore very important that after an evaluation is done one or more meetings between the evaluation team and the rest of the staff are held, during which the findings can be discussed before the release of the evaluation report. Results could also be disseminated, for example to parents, through other means, such as a newsletter or a briefing at one of the PTA meetings.

Evaluation findings by external agents, such as inspectors or researchers, can help to justify the huge amounts of money spent on education every year, as well as to clarify the progress of major innovations in education such as the introduction of a new curriculum. This highlights how important it is for school heads to be able to analyse evaluation findings and decide whether, for example, the advantages claimed for a particular innovation which formed the focus of an evaluation, are valid enough for them to continue to use it or perhaps to adapt it more precisely to the school's needs.

The relationship between evaluation and effective management

We can illustrate the relationship between evaluation and the use of evaluation data or findings for effective school management by considering a number of examples.

Pupils' enrolment

Often school enrolments fluctuate from year to year; many factors may account for this. It might be difficult for a head to explain such a phenomenon, let alone suggest solutions, unless some evaluation is conducted and the findings disseminated. Such an evaluation might enable factors like school performance in public examinations, distance of school from the village, safety and security of pupils, availability and quality of transport, movement or transfer of parents, etc., to be taken into account in an analysis of the situation. There are also the issues of drop-outs, early leavers, and drop-ins in schools, particularly in towns and cities, which result in erratic fluctuations and movements. A school may wish to evaluate the influence of some of these factors to try to rectify the situation. On the other hand, the government might decide to evaluate the situation in a sample of primary schools, the results of which may provide useful conclusions and solutions which may be applied to all schools.

Activity 5.3

(1) Using your school experiences, show in a table the enrolment of pupils for the last two years by class. Indicate the following as a percentage of the total:
- drop-outs or early leavers;
- drop-ins or repeaters;
- pass-out rate;
- drop-out rate.

(2) How do these figures compare with those for other schools in your locality? To what extent would you say your problems are common or unique?

30 minutes

Comments

You may have difficulty in completing this activity in the suggested time given, if your school records and data are not well kept or up-to-date. You may not have been aware of the importance of such records nor how to keep them correctly maintained, in which case it could be that you and your staff should try to obtain more training in record-keeping. You may also feel that training is required in the use of evaluation instruments and in the interpretation of data and in the use of evaluation findings.

Leadership effectiveness

Evaluation can be used to assess leadership effectiveness in a school. Firstly, you may need to consider what leadership effectiveness is, and the extent to which it is determined by:
- personal characteristics of the leader
- nature of the situation
- personal characteristics of subordinates.

Next you would need to develop evaluation criteria in order to assess your own leadership effectiveness together with that of your other promoted staff. The chart opposite suggests five criteria for judging leadership and you might like to develop this by adding more evaluation criteria. If you were to undertake such a self-evaluation exercise, how might such findings be useful to you as a school head in improving your management practice?

Fig 7 Assessing leadership effectiveness

INDICATORS	LOW	HIGH
1 Readiness for responsibility		
2 Ability to delegate		
3 Maturity		
4 Interest and motivation		
5 Knowledge and expertise in education		

Evaluating staff performance

A school head is also likely to be involved in assessing the performance of staff and using the evaluation findings to help improve school effectiveness.

Activity 5.4

Use the assessment tool presented below in Fig 8 to assess the performance of staff in your school. You may wish to add additional performance criteria as appropriate.

15 minutes

Fig 8 Assessing staff performance

PERFORMANCE CRITERIA	EXCELLENT	GOOD	FAIR	POOR
1 Relationship with other academic staff				
2 Relationship with administrative staff				
3 Relationship with pupils				
4 Superior-subordinate relationship				
5 Oriented to the goals of the school				
6 Acceptance of responsibility				
7 Allocation of time				
8 Communication skills				
9 Ability to motivate others				
10 Participation in co-curricular activities				

Monitoring school effectiveness

Your studies of this unit, and of others in this module, will, we hope, have convinced you of the importance of monitoring and evaluating and of using the findings to bring about school improvement. We have provided only a few examples.

There are of course many areas where an evaluation exercise is likely to produce findings which could inform the school decision-making process and contribute towards school effectiveness, for example in:

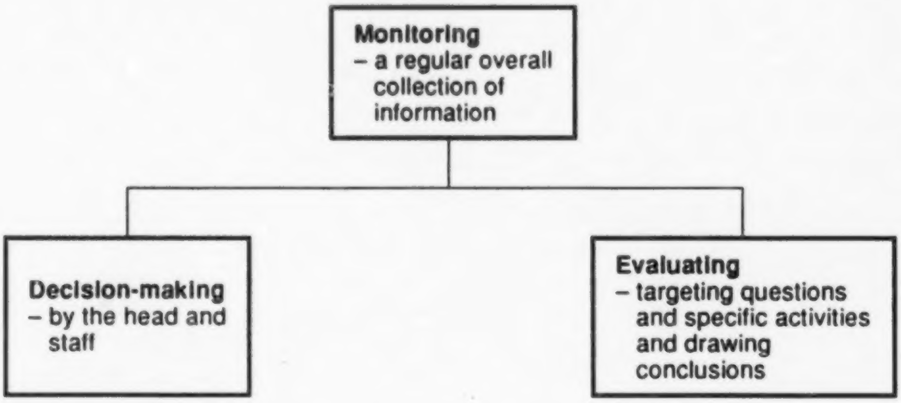
- financial management
- classroom teaching
- school-community relations.

Summary

In this unit, you should have noted that monitoring school effectiveness involves the regular review of all the facilities of your school. Through the collection and analysis of relevant information and the setting of appropriate criteria, you may draw conclusions about the extent to which the mission, objectives and targets of your school are being achieved.

Fig 9 relates monitoring and evaluation to decision-making, which is the essence of any effective managerial activity.

Fig 9 Monitoring, evaluating and decision-making


Monitoring
– a regular overall collection of information
Decision-making
– by the head and staff
Evaluating
– targeting questions and specific activities and drawing conclusions

Self-evaluation exercise

Prepare a one page proposal for an evaluation of one specific area of concern in your school. Include in your proposal the following:

- title (this should indicate the purpose);
- key questions;
- identification of evaluators;
- methods of data collection;
- time-frame;
- reporting procedures.

Improving Education Management

Better management in schools and in education systems has been given higher priority since the Jomtien conference on education quality. Most of the following publications originate from the Commonwealth Secretariat, or from the Donors to African Education Working Group on the Teaching Profession, led by the Commonwealth Secretariat.

Bloomer, K (1991) *Decentralising the Education System*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Building a School Management Development Programme*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Headteacher Training and Support Programme for Africa*, Reports of three Commonwealth Secretariat/Unesco/SIDA/GTZ regional workshops in Kenya (April 1992), Nigeria (June 1992) and Botswana (March 1993), London, Commonwealth Secretariat.

Commonwealth Secretariat and the World Bank (1991) *Priorities for Improving Teacher Management and Support in Sub-Saharan Africa: An Agenda for the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Summary Report of the Fifth Meeting of the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Country Action Plan Programme*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1992) *Teacher Management and Support*, London, Commonwealth Secretariat.

Coombe, C (1992) *Better Schools: Improving Teacher Management in Africa*, Paper prepared for the Regional Conference of the Commonwealth Council for Educational Administration, Hong Kong, August 1992, London, Commonwealth Secretariat.

Dadey, A and Harber, C (1991) *Training and Professional Support for Headship in Africa*, London, Commonwealth Secretariat.

Halliday, I (1989) *Personnel Information Records and Management Procedures in the National Education System: Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

Halliday, I (1991) *Good Registry Practices*, London, Commonwealth Secretariat.

Halliday, I (1992) *Why Delegate? A Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

McNie, B, White, R and Wight, J (1991) *Headteacher Management Training and the Development of Support Materials*, London, Commonwealth Secretariat.

Valerien, J (1991) *La Gestion Administrative et Pedagogique des Ecoles: Guide pour les Directeurs et Directrices d'Ecole*, Paris, Unesco.

Publications are available from:
Education Programme
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX

BETTER SCHOOLS

Resource Materials for School Heads

Module Seven

The Governance of Schools

Better Schools: Resource Materials for School Heads in Africa

Principals are in the front line of the battle to create an environment for quality education. But school heads in Africa work under the most difficult conditions, and are often not well-prepared for the tasks they must undertake.

At the very least, an effective principal will be able to:

- manage and deploy school resources efficiently
- allocate school accommodation appropriately
- ensure satisfactory standards of maintenance and cleanliness of school facilities
- guide curriculum implementation and change
- organise staff development in school
- create a professional ethos within the school by involving promoted staff in decision-making.

During 1992, seven Ministries of Education in Africa (in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe), assisted by a further four (in Ethiopia, Sierra Leone, Tanzania and Zambia) produced training modules intended to help school heads in Africa improve their managerial and professional leadership skills. The materials were drafted by writing teams in each country, and critiqued at two regional workshops (Kenya Education Staff Institute, April 1992 and National Teachers' Institute, Nigeria, June 1992). They were then trialled among school heads and inspectors, teacher trainers and district officials in seven countries. The set of seven modules listed below was finally launched at a Commonwealth Africa workshop hosted by Botswana's Ministry of Education in March 1993:

Module 1	Self-Development for Educational Managers
Module 2	Principles of Educational Management
Module 3	Personnel Management
Module 4	Managing the Curriculum and Resources
Module 5	Financial Management
Module 6	Monitoring School Effectiveness
Module 7	The Governance of Schools

These materials were designed to be used in any English-speaking education system in Africa; country-specific versions may be available for some systems. The materials can be used in a variety of contexts: for self-study, distance learning, by peer groups and in workshops, and as a basis for coursework in institutions and faculties of education. They attempt to introduce school heads to important aspects of managing a school, from the most basic to more complex tasks, in a very practical way.

The modules were prepared under the **Training and Support Programme for School Heads in Africa** supported by Ministries of Education in Africa, the Commonwealth Secretariat, Unesco, SIDA and GTZ. Editing, design and production of the training modules was co-ordinated by the Commonwealth Secretariat Education Programme. Related publications are listed on the back cover, and are available from the Commonwealth Education Programme.

Better Schools
Resource Materials for School Heads

MODULE 7

The Governance of Schools

Commonwealth Secretariat

These materials were prepared co-operatively under the **Training and Support Programme for School Heads in Africa**. Ownership is vested in the following:

Ministry of Education, Botswana
Ministry of Education, Ghana
Ministry of Education, Kenya
Ministry of Education and Culture, Namibia
Federal Ministry of Education and Youth Development, Nigeria
Ministry of Education and Sports, Uganda
Ministry of Education and Culture, Zimbabwe

Commonwealth Secretariat
German Agency for Technical Co-operation (Deutsche Gesellschaft fur Technische Zusammenarbeit [GTZ], GmbH)
Swedish International Development Authority
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COMMONWEALTH SECRETARIAT

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Preface

Following the World Conference on Education for All in Jomtien, Thailand in 1990, education ministries, international agencies, and NGOs have agreed action plans to improve the capacity and performance of schools. The plans recognise that the school principal carries prime responsibility for creating an effective educational environment. Without the necessary skills, many heads are overwhelmed by the task.

In Africa, the situation is particularly acute. In rapidly expanding systems, experienced and skilled teachers are customarily appointed to run complex schools without adequate preparation and back-up support. Alex Dadey and Clive Harber improved our understanding of school management by describing the unique work patterns of heads in Africa in *Training and Professional Support for Headship in Africa*. Their work proved that management techniques appropriate elsewhere cannot be imported unmodified into African systems, with their very intricate demands. They also demonstrated that strategies for training and supporting school heads were generally inadequate throughout Africa.

The Commonwealth Secretariat/Unesco/SIDA/GTZ **Training and Support Programme for School Heads in Africa** was initiated by the Commonwealth Education Programme in 1991, following a plea from the Inspectorate in Uganda to find ways of assisting school heads to do their job better. In Africa, it was apparent that local or national workshops, the traditional way of providing training for a relatively small proportion of heads, were clearly inadequate: they were expensive, and could cover only a few heads. (There are perhaps 18,000 school principals in Kenya and Uganda, for example, and over 40,000 in Nigeria.) New strategies were needed. Investigation also highlighted the lack, across Africa, of good quality, comprehensive and user-friendly resource materials on school management. Such materials as were available tended to be outdated, in short supply, and in many cases written in language ill-suited to busy heads. Nevertheless, several countries (Zimbabwe, Uganda and Botswana, for example) had begun to prepare manuals for school principals.

The joint Programme undertook to work with English-speaking African ministries, to analyse the way they trained school heads, given available resources. At the same time, writing teams in seven countries, with the support of their Ministries of Education, began drafting resource materials covering the primary aspects of running a school in Africa. Problems of producing and distributing training materials were also addressed.

Three regional workshops were held, attended in the main by a regular core of Chief Inspectors, Directors of Schools and teacher educators, as well as heads and representatives of associations of school heads. The workshops provided opportunities to share experience, to critique the work of the writing

teams, and to hammer out clearer and more effective strategies for training, and for materials production and distribution. The meetings are described in three reports, available from the Commonwealth Secretariat, which outline the **Training and Support Programme for School Heads** more fully, and give details of related publications on teacher management.

The training modules were written, trialled, edited and designed, and made ready for presentation at the final Commonwealth Africa workshop in Botswana in March 1993. They constitute a remarkable testimony to the possibilities for effective co-operation among education professionals across the sub-continent.

In practical terms, the work has been co-ordinated by the Commonwealth Education Programme. But nothing could have been achieved without the very generous contribution of participating Ministries of Education. Permanent Secretaries have assigned senior ministry staff and school heads to work on the materials; they have committed funds from overstretched budgets to support the writing teams; they have made trialling and testing of the materials possible; and they have released their staff for the regional sessions. My thanks go first of all, therefore, to the Permanent Secretaries of education ministries in Botswana, Ghana, Kenya, Namibia, Nigeria, Uganda and Zimbabwe for their co-operation and unfailing support.

We are of course particularly grateful to the team leaders from those countries for adding an additional assignment to their already heavy schedules, and persisting against very tight deadlines: Mr Reuben Motswakae, Deputy Director, Teaching Service Management, Botswana; Mr John Atta-Quayson, Deputy Director-General, Ghana Education Service; Mr John Lodiaga, Director, Kenya Education Staff Institute; Mr Len le Roux, Deputy Director, Rossing Foundation, Namibia; Professor Etim N E Udoh, Deputy Director, Institute of Education, Ahmadu Bello University, Zaria, and Alhaji Garba S Kuta, Deputy Director (Teacher Education), Federal Ministry of Education, Nigeria; Nigeria; Mr James Nkata, District Education Officer, Mpigi, Ministry of Education, Uganda; and Mr R G Sisimayi, Deputy Chief Education Officer, (Standards Control Unit and Professional Administration), Ministry of Education and Culture, Zimbabwe.

The Programme has demonstrated the practical advantages of working co-operatively. Participating ministries were supported throughout by generous financial contributions from the Swedish International Development Authority, the German Agency for Technical Co-operation (GTZ), and Unesco. Joint funding has made possible the development of a regional strategy to address the needs of school heads, and laid the foundation for bilateral support for national initiatives. We are confident that such partnerships set the tone for future collaboration.

Finally, in the background, three consultants have provided expertise in bringing our work to completion: Richard White of Moray House Institute of Education; Bob Smith of Bristol University's School of Education; and Suzie Rodwell. We thank them all. Responsibility for this work within the Education Programme has rested with Carol Coombe and Jakes Swartland.

Peter Williams
Director
Education Programme
Human Resource Development Group
Commonwealth Secretariat

January 1993

General Introduction

What is our purpose?

It is widely recognised and agreed that one of the key factors influencing school effectiveness is the nature and quality of the leadership and management provided by each school head.

This series of modules has been written to provide school heads with a source of practical ideas about ways in which they may become better managers of better schools. The material does not present much theory; instead each reader is required to draw on their own individual experiences and to evaluate their own circumstances and practices, in order that they may apply the lessons learned in their schools. Like other professionals, school heads need to accept a large measure of responsibility for their own self-development and for the development of their schools.

The extent to which these materials have a practical impact on school quality will only become clear over time, but school heads should fairly quickly be able to identify some examples of how they have changed the way they manage their schools and how their schools are better as a result. Heads may wish to share ideas with their school colleagues, District Education Officers and Inspectors, and discuss with them what they are doing, and how these materials are helping to improve their practice.

Who are the materials designed for?

These materials are written primarily for practising school heads of both primary and secondary schools, whether government or private, with whatever type of curriculum. We hope that principals of other educational institutions, including teacher training colleges, will find these materials of use.

We are not aiming just at newly appointed school heads, undergoing induction. At whatever career stage they may be, school heads know that there is always more to learn. The expression 'You can't teach an old dog new tricks' only applies to those ready for retirement.

Some readers may still be teachers who hope, one day, to become school heads; these materials are also for them.

Management skills are also required by many others involved in education, from the Minister or Commissioner of Education, through to District Education Officers and their staff, inspectors, school governors, private school owners, and even, in some aspects, parents and members of the community. These materials are for readers who belong to any of these groups, and who are interested in improving school performance.

What are the methods of study?

Since these materials are written for a variety of people, let us move from describing readers specifically as 'school heads' to something more direct and personal: 'you'.

Self-directed study: One of the main ways in which we hope you will use these materials will be through self-directed study or open-learning. By self-directed study we mean that you, the readers, choose when and what you want to study. Because everyone has a different background, in the experience we have and in the character of our schools, our learning needs vary considerably. We hope within the seven modules, each of which consists of between five and eight units, you will find something new and relevant to your needs. You may study the modules in any order; indeed many units may be studied on their own.

The modules may be studied by individuals working on their own, or in informal or formal study groups.

Individual study: A large part of our learning takes place on our own, perhaps reading and thinking quietly in school, or even at home. We hope that these materials will be available for you to do this. Then you may select what you want to learn, in the order and at the pace of study you choose. In this way you are not put under any immediate external pressure, but may work out for yourself what may best apply to you and your school.

Informal study groups: Of course you do not have to study these modules only on your own. The materials could and should be used by you with other heads in your locality, coming together informally, in peer groups or study circles, perhaps at a local teachers' centre, to review your work and share ideas. Within your own school members of staff would benefit by looking at topics together. If you have a school development committee the materials should prove a useful source of ideas. The materials could also be used by your Association of School Heads, either at district or national level, during workshops or at your annual meetings. Your association might appoint from the members a training officer, to be responsible for initiating, facilitating and co-ordinating training programmes.

Formal groups: These materials can also be used in a more systematic way to cover all school heads at formal workshops organised by District Education Officers, or for more advanced specialist courses, by a national management training institute, a teachers' college or a university faculty of education.

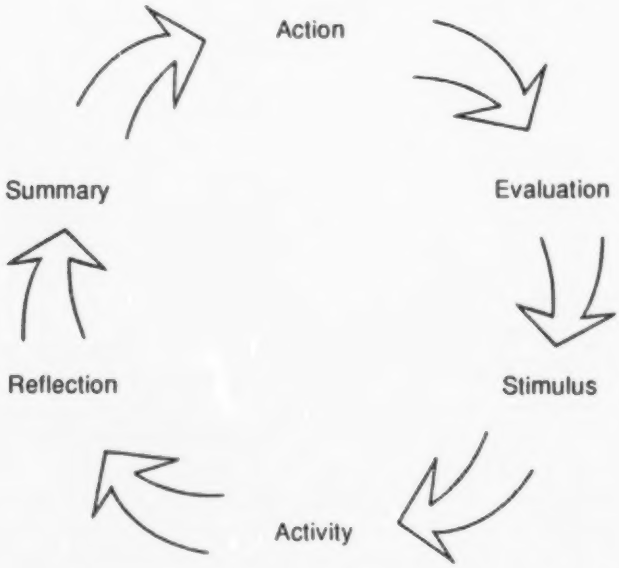
Distance learning: These materials can also be adapted for distance-learning courses and for use by the media, whether in print or broadcasting.

How is the content related to change in schools?

These resource materials are written in an interactive style which requires your participation. More than that, they require a commitment on your part to introduce into your school beneficial changes, which are relevant, cost-effective and accepted by your staff, pupils and community.

Each unit contains a variety of stimuli which are intended to get you thinking, to capture your interest and to open up the topic. These include activities like drawing up checklists, answering questions, gathering data, and discussions with your colleagues, whether teachers in your school or other heads. Whilst you are doing the activities you will be involved in reflection, in which you are encouraged to think through issues, to reconsider standard practices, and to seek alternative solutions to solving problems. Within the units there are regular commentaries which draw together loose ends and consolidate principles. The study of these resources will not be complete until there is some action by you in the way in which your school is organised and managed, following guidelines included in each unit. Evaluation, especially self-evaluation (which also relates to the concept of reflection above) is the last element in this cycle.

The cycle of learning within each unit is illustrated below:



How are the modules and units organised?

Each module has a standard general introduction (which you are now reading) and an introduction which is specific to the unit.

Each unit is written in a standard form, as follows:

Introduction: This provides an overview of the contents of each unit and provides a link between the units in the module.

Individual study time: An estimate is given of the amount of time you will require to study the unit on your own, including all of the activities. Of course, if you are working in a group it is likely that more discussion will be generated, and thus more time will be required.

Learning outcomes: These provide a series of statements about what you might expect to cover and learn if you complete a unit.

Activities: These require your involvement, perhaps by drawing on your experience, or through the gathering of data. Sometimes an activity comes at the start of a section, and sometimes an activity follows a piece of text. It is important that you do all the activities, as they form the core of each unit and provide the basis of the interactive approach to learning used here. As the activities vary considerably in character you should read the instructions carefully.

Comments: Avoid looking at the sections which follow most of the activities until you have completed each one. The comments are intended to provide a discussion of some of the points you may have identified in the activity. They are not intended as model answers.

Summary: This appears at the end of each unit to pull together the ideas which have been brought out.

Reference materials

None of the modules can be studied without access to other materials, the most important of which should already be at hand in your school or at your local District Education Office.

Important materials published in your country or available in your school include:

- the constitution
- education acts
- by-laws relating to your state, region or district
- civil service rules and regulations
- executive instruments on education
- policy papers, guidelines and circulars from the Ministry of Education
- code of conduct for teachers
- the constitution of the board of governors or school committee
- annual reports, speeches, exam results, pupil/staff data, etc.
- school account books, stores ledgers, rules and regulations, timetables, circulars, report forms, minutes of meetings, etc.
- pupils' exercise books and work.

You should also look out for books about the history and development of education in your country, and within Africa. In addition there are usually many useful articles on current educational issues in newspapers and magazines, and on radio and TV.

You should also have to hand a good dictionary.

Readings

In addition there are very many books on management, including educational management. We would suggest you look for these in your local bookshops and libraries; it is possible that the Association of School Heads in your country produces an up-to-date list of current management materials and where they may be obtained.

However, it is unlikely that many titles will be readily available to the average school head, particularly those in rural areas. We hope that the

publication of these modules will encourage more people to write complementary texts and for publishers to ensure the availability of relevant books on educational management wherever schools are located.

Here we have limited the list of books to those written specifically for educational managers in Africa.

Adesina S (1990) *Educational Management*, Enugu: Fourth Dimension

Asiedu-Akrofi K (1978) *School Organisation in Modern Africa*, Tema: Ghana Publishing Corporation

Chung F (1988) *Basic Principles of Administration*, Harare: College Press

Fagbulu A M (1972) *Administrative Practice for Teachers*, Ibadan: Evans

Mbamba A M (Editor) with Nwagwu N A and Joof M B (1992) *Handbook on Training Methods in Educational Management*, Harare: Unesco

Mbamba A M (Editor) with Nwagwu N A and Joof M B (1992) *Book of Readings in Educational Management*, Harare: Unesco

Mbiti D M (1976) *Foundations of School Administration*, Nairobi: Oxford University Press

Musaazi J C S (1982) *The Theory and Practice of Educational Administration*, London: Macmillan

Ozigi A O (1977) *A Handbook of School Administration and Management*, London: Macmillan

Contents

Your first step should be to examine the following list of contents to select those modules and units you feel you may wish to study. At the start of each unit there is an introduction and a set of learning outcomes which should enable you to decide quite quickly whether the material is likely to be of value to you.

	Individual study time
Module 1: Self-Development for Educational Managers	**22**
Unit 1: School mission, values and objectives	5
Unit 2: Styles of management	3
Unit 3: Needs identification	6
Unit 4: Job analysis	4
Unit 5: Time management	4
Module 2: Principles of Educational Management	**20**
Unit 1: Introduction to educational management	3½
Unit 2: Government organisation and functions	2
Unit 3: The functions of school management	3
Unit 4: Human and public relations	3
Unit 5: Delegation in a school	2
Unit 6: Communication and negotiation	2
Unit 7: Decision-making and problem-solving	2
Unit 8: The management of change	2½
Module 3: Personnel Management	**24**
Unit 1: Staff selection	3
Unit 2: Staff development	3
Unit 3: Staff motivation	3
Unit 4: Staff appraisal	3
Unit 5: Staff supervision and discipline	3
Unit 6: Keeping staff records	3
Unit 7: Managing meetings	3
Unit 8: Managing conflict	3
Module 4: Managing the Curriculum and Resources	**25**
Unit 1: Establishing the curriculum	2
Unit 2: Timetabling	3
Unit 3: Organising resources to support the curriculum	3
Unit 4: Selecting and managing textbooks	4

Unit 5: Libraries, media and low cost teaching aids 4
Unit 6: Examinations, testing and record-keeping 3
Unit 7: Resource maintenance 3
Unit 8: Finding financial resources 3

Module 5: Financial Management **32**
Unit 1: Sources of school funds 3
Unit 2: School budgeting 6
Unit 3: Mobilising financial resources 3
Unit 4: Basic framework and mechanism of financial management 6
Unit 5: Expending and accounting for school funds 7
Unit 6: Auditing school account books 7

Module 6: Monitoring School Effectiveness **13**
Unit 1: Indicators and characteristics of school effectiveness 3
Unit 2: The rationale for evaluation 2
Unit 3: Evaluation techniques 4
Unit 4: Planning a programme of evaluation 2
Unit 5: Using evaluation findings 2

Module 7: The Governance of Schools **21**
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Unit 2: Legal basis of school governance 3
Unit 3: School managers and governing bodies 4
Unit 4: Relationships between schools and other agencies 3
Unit 5: Partners in school management 10

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The Governance of Schools

7

Introduction

The purpose of this module is to enable heads of primary and secondary schools to gain an understanding and insight into the nature and dimensions of school governance, and thus help them work effectively with the various groups and bodies which have a part to play in the good governance and management of each school.

Individual study time: 21 hours

Objectives

After working through this module you should be able to:

- identify the various bodies which have a role to play in the governance of schools
- understand the legal and other bases for school governance
- distinguish between different levels of educational administration
- have an insight into the role of the national Ministry of Education in the operations of your school
- understand the rationale for the establishment of a governing board or school management committee
- have insights into the constitution, powers and roles of the governing board or the school management committee
- indicate the way and manner in which staff, pupils and the various school committees assist with the management of the school
- understand the concept of school and community links, and identify some of the bodies which have links with your school and the contributions they make to the school
- identify possible areas of school-community conflict and ways and means of minimising them
- understand the rationale for community inputs into the school curriculum.

Units

The module is divided into five units.

Unit 1: Defining the parameters of school governance *1 hour*
Here you will recognise the parameters of school governance, consider the context of school governance in the management of your school, and outline what the concept of school governance embraces.

Unit 2: Legal basis of school governance *3 hours*

This unit deals with the legal basis of school governance. You will recognise the purpose of, and difference between, education acts and ordinances, by-laws on education, legislative and executive instruments on education, policy statements and administrative instructions concerning education.

Unit 3: School managers and governing bodies *4 hours*

In this unit you will examine the nature of school management and governing boards, identify their powers, roles and qualifications for membership, and suggest ways in which you, as school head, have to relate to them.

Unit 4: Relationships between schools and other agencies *3 hours*

Here you will consider the relations of your school with other agencies, including issues such as defining levels of education administration, and the relations of your school with regional or provincial or state authorities, as well as with district authorities and other agencies involved in the management of your school.

Unit 5: Partners in school management *10 hours*

In this last unit you will identify the various groups and elements both within and without your school, who are partners with you, the head, in its management.

Contributors

This module was written by a team in Ghana:

Mr John Atta-Quayson **(Team Leader)**	Deputy Director-General, Ghana Education Service
Dr Andrew Amuzu-Kpeglo	Institute of Educational Planning and Administration, University of Cape Coast
Mr Robert Asiedu	Head, Achimota School
Mr E Addo Johnson	District Education Officer, Accra Metropolitan Authority
Mr John Budu-Smith	Principal, Accra Technical Training Centre
Mr Stephen Yaw Manu	Deputy General-Secretary, Ghana National Association of Teachers

UNIT

1

Defining the Parameters of School Governance

Introduction

The success of every school depends on the way it is managed. The need for the efficient management of schools has placed much more emphasis on the nature and quality of the work of the head as the leader of a team of professional educators, and as the manager of the supply and effective use of resources (human, financial and material). The head therefore needs to gain clear understanding of all the forces and factors which contribute towards governance of the school.

Individual study time: 1 hour

Learning outcomes

After working through this unit, you should be able to:

- define the parameters of school governance
- name the main laws and regulations within the context of which your school operates
- identify the various bodies which have a part to play in the governance of your school.

The head, even as the chief executive of the school, does not act alone or on his own authority, but rather carries out his assignments within the context of laws, regulations, administrative instructions and directives originating from the government, which, as the representative of the people, has the original authority to determine the type of education a country should provide for its citizens.

Schools, whether public or private institutions, also have a number of stake-holders in their activities. Their governance is therefore done through a coalition of interests working together, but performing different functions, all aimed at enabling each school to operate and to achieve its aims and objectives. The head, who as the chief executive is responsible for directing and overseeing the day to day activities of the school, must know what agencies, groups and individuals, constitute this coalition of interests.

Laws, regulations and instructions

Activity 1.1

Consider the different types of laws, regulations and instructions within the context of which your school is run, and list them.

(Note: You may not have seen all of those you list, but only be aware of them.)

15 minutes

Comments

We hope that the list you have produced includes laws, regulations and instructions such as:

- education acts, decrees or ordinances
- by-laws on education
- legislative instruments
- executive instruments
- policy guidelines
- administrative instructions and directives.

It would be valuable for you to check with other heads, and with the District Education Officer, how complete your answer is. Obtain (perhaps from your District Education Officer) a list of the laws, regulations and instructions which relate to your school. Ensure that your school has a copy of each relevant document available for reference.

We must realise that, in the first place, schools are established and operate within the context of laws, regulations and other legislative and executive instruments passed by government to give direction as to the way formal education in a country should be organised. These laws and regulations are operationalised through policy guidelines which issue from the Ministry of Education and other authorities in the form of administrative instructions and directives.

Who is involved in the governance of schools?

Activity 1.2

Write down a list of as many bodies and groups as you can think of, who have a part to play in the governance of your school.

15 minutes

Comments

The list you have put down probably includes:

- the National Assembly
- the Ministry of Education
- the Regional, State or Provincial Education Authority
- the District or Local Government Education Authority
- the board of governors or management committee
- staff and pupils
- parents

- former pupils
- the immediate community, including employers, religious and traditional leaders, etc.

Again, it is important to realise that governments exercise their responsibility for providing education for their people through their Ministries of Education and other bodies and authorities at the regional, state or provincial and district levels. These different bodies, units and agencies all have a part to play in the governance of schools.

Also, schools as public institutions in which there are a number of stake-holders, cannot be allowed to be run only by the paid staff led by the head according to their own inclinations. Yet it is not possible for all the stake-holders and the public to be there to oversee the running of a school. To represent the interest of stake-holders and the public at large in overseeing the way each school is run, a board of governors or a management committee is set up.

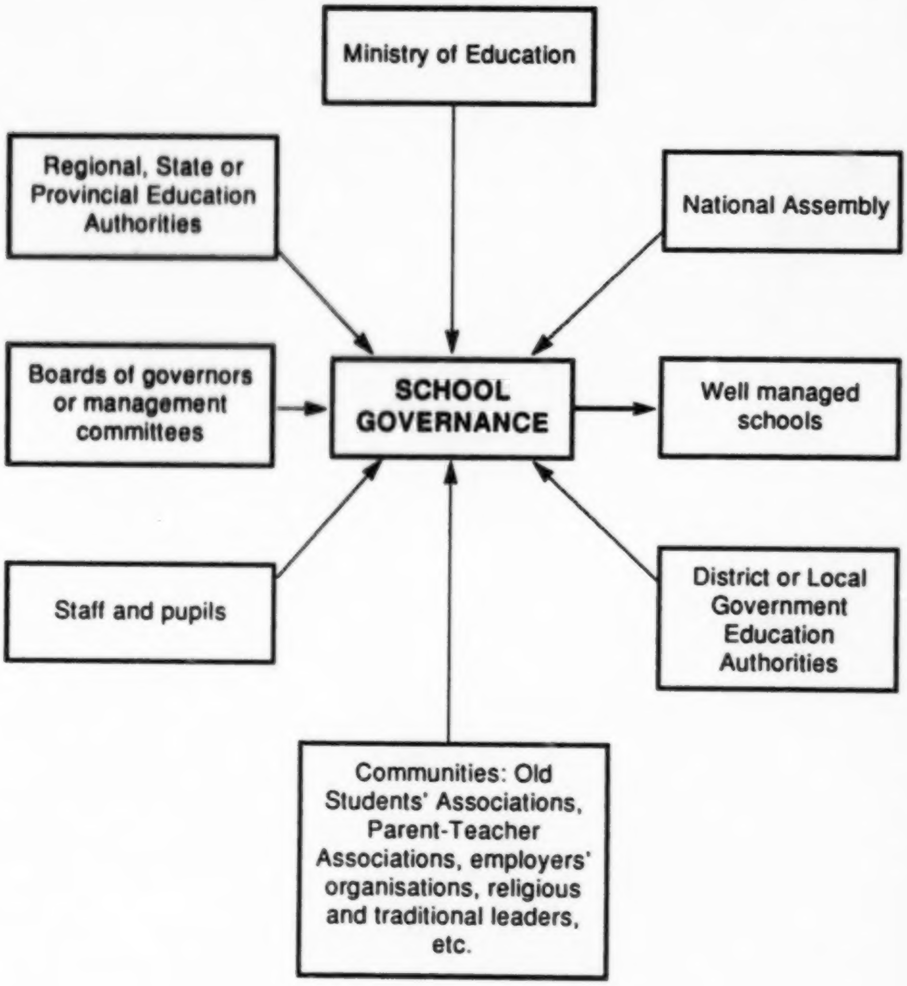
The school community itself, comprising the staff and pupils, constitutes the immediate group of people with whom the head is in constant touch. For efficient, effective and democratic management of a school, these members of the immediate community must participate in its administration. Thus, the staff and pupils of each school bear a part in its governance through various mechanisms.

Furthermore, the influence of the larger community in which the school is situated, is becoming increasingly important in the way a school is operated. This larger community is itself made up of different components, such as employers, religious and traditional leaders, and these groups in their different ways may play important parts in supporting the school. They therefore should bear a part in the governance of the school.

Summary

In this introductory unit, we have looked broadly at what the concept of school governance embraces; namely the laws and regulations within whose context schools operate and the various bodies, agencies and groups who all bear a part in the governance of schools. These relationships are summarised in Fig 1 and are explored more fully in the units which follow.

Fig 1 The parameters of school governance


Ministry of Education
Regional, State or Provincial Education Authorities
National Assembly
Boards of governors or management committees
SCHOOL GOVERNANCE
Well managed schools
Staff and pupils
District or Local Government Education Authorities
Communities: Old Students' Associations, Parent-Teacher Associations, employers' organisations, religious and traditional leaders, etc.

Legal Basis of School Governance

2

Introduction

As we have seen in Unit 1, the governance of schools does not take place in a vacuum or in a random way but rather occurs within the context of laws, regulations, administrative instructions and directives which issue from government. The constitutional responsibility for educational provision rests with the state, and the government as an agency of the state has the authority to formulate policies and enact laws concerning education, raise revenues and operate government schools or devolve powers to other agencies or individuals to open and operate aided or private schools. It is these laws enacted by government, expressed in acts, decrees or ordinances, and reflected in various educational by-laws, legislative and executive instruments and other regulations, which constitute the legal basis for school governance.

The various laws and regulations on education, which themselves derive from educational policies formulated by government, are translated into administrative instructions, directives and guidelines which determine how schools are governed.

The main purpose of this unit is to assist the school head to understand the sources of authority which determine how the school is to be governed, and through this, to be guided as an educational manager.

Individual study time: 3 hours

Learning outcomes

At the end of this unit, you should be able to:

- explain what an education policy is
- explain what education laws are, and identify such acts, decrees, ordinances and by-laws as affect the governance of your school
- describe what executive and legislative instruments on education are and how they affect the governance of your school
- describe what administrative instructions are and how they affect the operations of your school
- explain why your school requires its own policies and regulations, what these are, and what procedures you have for their further development.

Education policies

Activity 2.1

Considering the way in which your school is structured and the nature of its programmes, identify and describe how these have been directly determined by government policy.

20 minutes

Comments

Some of the ways in which school structures and programmes have been determined through government policies include the following:

- the length of each cycle in the education system: for example, in some countries the primary school cycle spans six years, and therefore, consists of Grades One to Six, while the secondary cycle spans five years and therefore consist of Grades Seven to Eleven
- the selection and content of subjects taught at each level
- the minimum qualifications of teachers at each level of the education system
- the age at which pupils start formal schooling
- the ownership of schools
- the nature and levels of school funding
- the size of classes.

Education policy is the overall plan laid down by a government embracing general goals and procedures in the provision of education. It is intended to guide and determine present and future decisions connected with schools and pupils, and the roles to be played by parents and other interested bodies. Education policies only become compulsory when included in legislation and enforced through the courts of law.

Education laws

Activity 2.2

In Unit 1 you should have listed the education acts, decrees or ordinances which determine the way your school is operated.

(1) In what ways have these acts or laws affected the operation of your school?

(2) To what extent have these acts or laws been successful in achieving their objectives in the operation of your school?

25 minutes

Comments

For major government educational policies to be implemented, laws in the form of acts or decrees are promulgated to back them. These laws are the rules by which each country is governed and which every citizen should respect. It is important to note that such laws, including those on education, do not become static, but are amended or changed to suit new circumstances as a country develops.

In some situations it is possible to find schools which are not operating within the law. For example, some schools have class sizes which are larger than those prescribed by law. It is often quite difficult to provide the national curriculum, particularly in practical subjects and in languages. Another problem is school finance, where the government sets limits on how schools may obtain funding, but where funds have to be raised due to a severe lack of resources.

School heads must know what the law is and they must strive by every means to operate within it. On the other hand law makers must understand the realities of educational provision and must pass laws which make sense.

The first legal instruments on education were education ordinances passed by the colonial administrations. An education ordinance was an order, rule or regulation established by an authority as a permanent mode of action in the field of education. Since Independence the equivalent legal instruments are education acts passed by National Assemblies, or education decrees when issued by military regimes.

It is also important to note that besides major laws in the form of acts or decrees on education which are national in character, there may be other subordinate laws, made by local authorities or local government bodies, which affect education in a specific area. These are known as by-laws. In most countries local authorities have wide powers to make by-laws on such matters as primary education, health care and sanitation. It is, therefore, important for you as a school head to know what by-laws on education are in force in the area in which your school is located.

Executive and legislative instruments on education

An executive instrument is a certificate issued by the executive branch of government for a certain order to be carried out in connection with a specific issue. In the field of education, executive instruments are sometimes issued to acquire land for the construction of schools. The land earmarked for the construction of a new school to serve the population of an area might belong to an individual or a family who may not wish to release their land. If government feels that the establishment of a school on that piece of land is for the public good, then it will acquire the land through an executive instrument and due compensation will be paid to the owner.

A legislative instrument is an order issued by the legislature on an aspect of national importance which has general application. This order which has the force of law regulates activities within a specific domain of national life. A legislative instrument may be issued to establish decentralised political administration in a country in which local authorities are given certain functions and powers with respect to the provision of education.

Activity 2.3

In Unit 1 you should have listed the executive and legislative instruments which affect schools in your country.

To what extent have these executive and legislative instruments influenced the operations of schools in your country?

20 minutes

Comments

Perhaps the area in which changes in legisation are having the greatest influence on schools is in the level of authority being delegated to local or district governments with regard to the operation of education. Decisions about the opening, location, size and closure of schools are increasingly being made locally. Similarly more and more matters to do with the employment of teachers are being handled locally. Of course, current practices vary a lot between countries, but the general trend is for more delegated authority to local authorities and to schools. We return to this point in Unit 4 (see Activity 4.4).

Administrative instructions

One major function of government ministries or departments involves the application of general policy to particular areas or activities.

Many administrative functions permit the exercise of discretion by those in positions of authority, hence powers of policy execution are exercised by a large number of officials, from the top hierarchy of the Ministry of Education down to heads and classroom teachers, each of whom is given some powers of discretion. Thus senior officials usually issue administrative instructions to schools in the form of directives. These instructions are issued through circular letters, or at staff meetings or even by phone.

Activity 2.4

Considering the administrative instructions which have been recently received in your school, list them out:

- according to types;
- according to source.

30 minutes

Comments

One of the problems with administrative instructions is keeping an up-to-date file of them and in ensuring that the staff are informed of them. You should check how well these are being kept in your school and how well your procedures for keeping your staff informed are working.

School policies and regulations

The extent to which officials at different levels within the education hierarchy have the power to form policies and issue directives diminishes from top to bottom. But the distribution of discretionary powers is not fixed and at present in the 1990s, there is a trend in most countries to devolve more powers and responsibilities to heads of schools. Thus heads have traditionally been expected just to do as they were told; to react to the directives given by the central authority. Now, more often, heads are expected to be pro-active in developing, in consultation with others, policies and regulations for their own school and to implement these through school-based plans.

Activity 2.5

(1) List three areas in which you, as head of your school, have developed policies and regulations to promote the development of your school.

(2) Identify three more areas where you think school policies are needed, and explain what you intend to do to develop them.

30 minutes

Comments

Every school needs to have its own set of policies and regulations. You will already have regulations, or rules, governing the behaviour of pupils and procedures for setting standards of discipline, but do you explain the rationale or purpose of these in a school policy statement? Schools require policies in many areas for example, with regard to:

- homework
- pupils with learning difficulties
- assessment and promotion between classes
- reporting pupils' progress to parents
- co-curricular activities
- language in and across the curriculum.

If you feel you need to know more about how to manage change in your school, have a look at Unit 8 in Module 2, *Principles of Educational Management*.

Summary

In this unit, we have looked at the issue of laws and regulations which underpin school governance. We have examined different kinds of laws which form the basis of school governance such as education acts, decrees and by-laws, and executive and legislative instruments. We have considered the nature of educational policies and how administrative instructions apply these to particular issues. Lastly, we have noted the importance of heads of school developing their own policies and regulations, as part of the process of school-based planning.

UNIT

School Managers and Governing Bodies

3

Introduction

Because of the importance of education in national development, governments and the public must have a vital interest in the management of schools. To ensure that the interests of these stake-holders are brought to bear upon the management of schools, local school boards, management committees and boards of governors are set up to exercise control over the management of schools. The term which is used for such bodies often varies, so in this unit we use the term 'governing board'.

In order that the head may relate to, and work effectively with, the school's governing board, it is important that he or she understands the role and powers of the board and how it may operate to the best advantage in the management of their school.

Individual study time: 4 hours

Learning outcomes

By the end of this unit you should be able to:

- describe the constitution of the governing board
- identify the powers of the governing board
- explain the roles of the governing board
- describe the membership of the governing board
- demonstrate how relations between the school head and the governing board may be developed
- explain some of the by-laws and procedures which govern board meetings.

Fig 2 provides a summary of the operational elements which influence the ability of the boards of governors and management committees to operate through the heads and their staff in well managed schools.

The constitution of the governing board

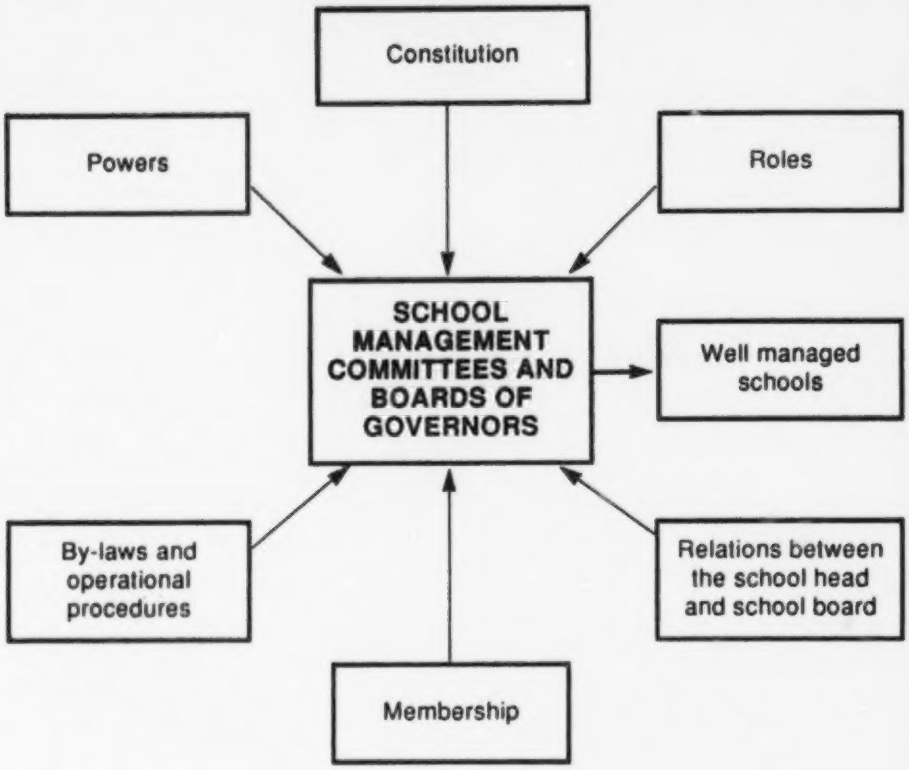
Activity 3.1

(1) What is the name of the body which has the responsibility for overseeing the management of your school?

(2) From what sources and through which instruments does that body derive its authority to oversee the management of your school?

20 minutes

Fig 2 The operational elements of school boards of governors and management committees


Constitution
Powers
Roles
SCHOOL MANAGEMENT COMMITTEES AND BOARDS OF GOVERNORS
Well managed schools
By-laws and operational procedures
Relations between the school head and school board
Membership

Comments

In most African countries, the responsibility for overseeing the management of schools is entrusted to a school board of governors or a management committee. The term board of governors is most often used with secondary schools though in some places it is called a school council. The oversight of the management of primary schools is often entrusted to a management committee. Management committees usually have fewer members than boards of governors.

In order to ensure that governing boards operate on some common principles, every board has a constitution which provides basic guidelines and the legal framework for its operation. The constitution is usually approved by the Minister for Education, and it provides the blueprint for a board's operation as a legal entity. The constitution of a board of governors usually derives its powers from an education act or similar legislation. We should note, however, that there are likely to be differences in the constitutions of public and private schools, with those of the private schools being less strictly defined.

Activity 3.2

Consider the constitution of your governing board or management committee and identify the main issues which are addressed within it.

20 minutes

Comments

Specifically, the constitution of a school board addresses issues which are intended to provide for its effective functioning. Your list may have included:

- powers and functions of the board
- composition of the membership of the board
- tenure of office of members
- seal of the board
- powers and duties of the school head
- appointment of staff of the school
- management of the school fund
- preparation of an annual budget.

The powers of governing boards

One of the most critical and sensitive matters concerning school boards is the extent and limits of its powers of authority. If there is too little heads may be left too much on their own; too much and the heads may become frustrated by undue interference. Understanding where these limits are, is essential for both the school head and all the members of the board.

Activity 3.3

Study the constitution of the board of governors or the management committee of your school and identify the powers and limits of the board or the committee. Make two lists under the headings 'Areas of responsibility' and 'Areas outside the powers of the board'.

20 minutes

Comments

In identifying the powers of your school board of governors or management committee, you may have noted that:

- it is a body corporate with perpetual succession and a common seal
- it may sue and be sued in its corporate name
- it may acquire property both movable and immovable on behalf of the school
- it may develop and control the general policy of the school.

As there are powers of a school board or committee, so also are there limitations to the powers that it may exercise. The limitations may include the following:

1 The board or committee cannot dispose of school property or create a charge against any such property without the written approval of the Minister.

2 To avoid conflict of roles, a school governing board or management committee shall, in exercising its powers and policy functions, be careful not to encroach on the day-to-day management authority and responsibility of the school head.

It is also important to note that, while an individual member of a board, deriving his power from the board as a corporate body, may act in his capacity as a board member for and on behalf of the board, he cannot as a private citizen transact business on behalf of the board.

The roles of governing boards

Activity 3.4

From your study of the constitution of your board of governors or management committee, what are the main roles of your board or committee in the management of your school?

20 minutes

Comments

The major role of a school board of governors or management committee is to ensure the effective and accountable use of resources in the provision of public or private education. Typically, when this major role is expanded the following components may need to be included:

1 The governing board should ensure that the school is conducted to provide educational services in accordance with the provisions of the relevant educational laws and regulations that may be in existence or may come into existence from time to time.
2 It needs to develop and control the general policy of the school within the framework of the board's constitution and any by-laws and regulations relating to education.
3 Meetings of the board should be held regularly and on a schedule set by policy to discuss the dispatch of school business.
4 The governing board causes the school annual budget to be prepared, approved, and submitted to the appropriate education authority for the provision of government grants for the operation of the school in the ensuing year.
5 It ensures that all funds of the school are properly managed and accounted for by the head.
6 It causes the school to submit to the relevant education authorities such information, returns and audited accounts as may be required by such authorities from time to time.
7 The governing board may cause an annual survey of the school to be conducted to verify the physical operation of the school in relation to the financial expenditure incurred during the year.
8 It holds the head of the school responsible for the effective operation of the school and for the provision of information to the board to enable it to be current and to make informed decisions on the school.

Membership of governing boards

Since school boards have a major responsibility for providing leadership and direction in the management of schools, membership of a board must be made up of individuals of reputable standing in their respective communities. As a school head, you must know the basis and rationale for the identification and selection of members of the public who are to serve on your school board.

Activity 3.5

Reflecting on the manner individuals are selected for appointment to serve on your school board of governors or management committee, list:

(1) The qualifications necessary for one to be appointed to serve on the board;
(2) The bodies or groups that are to be represented;
(3) The conditions which may disqualify an individual from being appointed.

30 minutes

Comments

Membership qualifications

In seeking members for your board, you should look for people who will have something positive to contribute. Such a quality may derive from their personality, experience or contacts. You need people who can argue constructively and work with others for the good of the whole school community. One should not need to be an educationist to be appointed. In most cases, unless a person is disqualified by statute or law, any literate adult may qualify for membership of a school board provided:

- he/she is a citizen of the country and of voting age
- he/she is resident in the community or district in which the school is situated
- he/she is a member of the religious body if he/she is to represent the religious body to which a school is affiliated.

Representation

The size of a school board usually ranges from nine to 21 members, representing as many as possible of the various identifiable groups which have interests in the school. You should remember that the strength of a team may be improved by having a range of people with different qualifications and with different interests in the school. There are dangers in having boards which are too small or too large; too small and it may be seen to be an unrepresentative clique, too large and it may divide into factions so that decisive action becomes difficult. The bodies you have identified as being represented on your school board may include :

- the general public
- the traditional council of the area in which the school is situated
- the religious body to which the school may belong
- the Parent-Teacher Association
- the former Students' Association
- the Local Educational Authority
- local employers
- the staff of the school.

Disqualification

A person may be disqualified for appointment to a school board if:

- he/she has a criminal record and has not been granted a pardon
- he/she has been declared insolvent or bankrupt and has not been discharged
- he/she is adjudged to be of unsound mind or has been detained as a criminally insane person
- he/she is disqualified from holding public office by any law for the time being in force
- his/her economic or business interests are linked to those of the board or school.

Relations between the school head and the school board

As a head, you are the chief executive of your school and usually an ex-officio member of your school board. You are the link between your school and the board on the one hand, and the Ministry of Education and other educational authorities on the other. In the first capacity you are expected to advise and keep the board informed on matters relating to the management of the school. You have to provide relevant facts and figures to guide the board in its deliberations and to help it make policy decisions for the school. In the second role, you have to provide, in co-operation with your board chairperson, a channel for information to flow between the board and the appropriate educational authorities.

Activity 3.6

Reflecting on the role of the board of governors or management committee and your own role as the school head, state some of the actions you should take to enable the board to fulfil its functions.

20 minutes

Comments

The head's relationship with the school board should be one of partnership based on a mutual understanding of each other's role and responsibilities. We hope that some of the actions you have identified as necessary for enabling the board to fulfil its functions include:

- arranging for board meetings in consultation with the board chairperson
- preparing the annual budget estimates for consideration and approval by the board for onward transmission to the appropriate educational authority
- preparing and presenting annual Income and Expenditure accounts to the board
- assisting with the identification of worthy candidates for recommendation to the appropriate authorities for appointment to the school board
- preparing and presenting on a regular basis, reports on all aspects of the operation of your school.

From this you will realise that as a head, your relationship with your school board is that of a facilitator, enabling the board to perform its functions. While the board depends on you and your staff for information and professional expertise on educational matters, you and your staff should look to the board for support and direction in your operations.

Some by-laws and procedures governing school board meetings

Constitutions for school boards normally set out a framework within which the business of the board is transacted. Within this framework, however, school boards have the flexibility to develop their own policies and practices to ensure the orderly and productive conduct of meetings. Although by-laws and procedures for conducting business at board meetings may vary from one board to another according to the context and types of educational system, most school boards follow accepted rules of parliamentary procedure for the conduct of business. For an introduction to some of the principles in managing meetings study Unit 7 in Module 3, *Personnel Management*.

Activity 3.7

Considering the procedures for the conduct of business of your school board, list:

(1) Some of the rules and procedures governing the conduct of meetings;
(2) Some of the sub-committees the board may set up to help it arrive at decisions on major issues.

30 minutes

Comments

Rules and procedures

The following are some of the rules and procedures for conducting school board meetings:

1 There must be a chairman who is normally elected from among board members.
2 There must be a secretary to the board who may be the deputy/assistant head of the school.
3 The frequency for meetings must be established.
4 A quorum for meetings must be established.
5 The minutes of board meetings must be taken and safely kept.
6 Board authority in the form of a common seal must be established for use on board documents.

Sub-committees

To enable the board to consider and make decisions on issues which need immediate attention before a full board can be convened, a school board appoints a Standing or Executive Committee from among its members. This committee usually consists of three to five members of the board who can be called to meetings at short notice. The committee meets in-between board meetings to deal with pressing or emergency issues which are then reported to a full board meeting for ratification.

The board may also appoint an Advisory Committee to advise it on issues which require technical and other advice, often from external sources. Thus membership of this committee may include both board members and others from outside the board.

The board may also appoint an Ad-hoc Committee as a task force or a work committee to investigate a specific issue and to report back within a specified time. Its membership may also include temporary members invited by the board.

Summary

In this unit we have considered the importance of boards of governors and management committees in school governance. The constitution which provides the legal framework under which boards operate has been reviewed in order to emphasise the powers and limitations which are conferred on boards.

The role of school boards and management committees and the appointment of members have also been considered. The relationships which should exist between the head and the school board, and some procedures for the conduct of school board business have been identified and explained.

Relationships between Schools & Other Agencies

4

Introduction

An important aspect of the head's functions is establishing appropriate relationships with the various agencies which contribute to the quality of school governance. This unit aims to provide you with a greater operational knowledge of the various agencies which have authority in one way or the other over the way schools operate. The main focus is on the duties and rights of the various agencies which are responsible for helping to establish operational procedures and standards in schools.

Individual study time: 3 hours

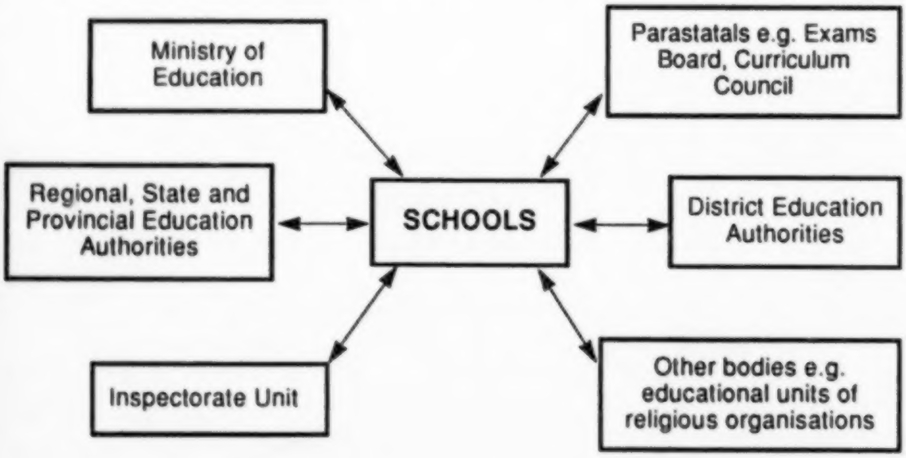
Learning outcomes

By the end of this unit you should be able to:

- describe the norm-setting role of the Ministry of Education
- identify the main levels of educational administration
- explain how relations with the national Ministry of Education, with state, regional or provincial authorities, with district authorities, with the inspectorate unit and with other bodies involved in the work of schools affect the nature and quality of school governance.

Fig 3 indicates some of the agencies who may exercise their responsibility for establishing procedures and standards in schools.

Fig 3 Relationships between schools and other agencies


Ministry of Education
Parastatals e.g. Exams Board, Curriculum Council
Regional, State and Provincial Education Authorities
SCHOOLS
District Education Authorities
Inspectorate Unit
Other bodies e.g. educational units of religious organisations

The norm-setting role of the Ministry of Education

Activity 4.1

Identify some of the areas in which the Ministry of Education determines the way your school operates and list the main ones.

20 minutes

Comments

The list you have produced may include:

- the nature and type of physical facilities your school has such as classrooms, furniture, etc.
- the type of equipment in use in your school
- the curriculum components and content by course and by level
- your personnel, i.e. the types and number of teaching and non-teaching staff
- the management of your school finances.

The functions of the Ministry of Education at the national headquarters level with regard to school governance are mainly normative, that is, they establish norms or standards for the operation of schools.

By defining principles, setting standards and establishing guidelines for the operation of schools, the Ministry of Education is able to direct the educational system towards the national goals. This norm-setting role is often also described as strategic management.

Levels of educational administration

Activity 4.2

Consider the structure of the Ministry of Education in your country and identify the different levels of educational authority from the Ministry of Education headquarters down to the individual school.

10 minutes

Comments

Two clearly distinct levels of operation characterise all educational systems; there is always the Ministry of Education and various national agencies at the highest level, and there is the level of individual schools where the actual teaching and learning take place. Between these two extremes are intermediate levels, and the number and range of these depends on the nature of the political administration of each country. We could have levels involving state, regional, provincial, district, sub-district, municipal and local administrations. Heads have to deal with authorities at each of the various levels in the running of their schools.

For a fuller account of the organisation and functions of the national government study Unit 2 in Module 2, *Principles of Educational Management*.

Relations with the Ministry of Education and national parastatals

In view of the importance of education in the development of human resources of a country, every government has, to a varying extent, a direct involvement in the education of its people. The involvement of government in the provision of education is normally through its Ministry of Education and through national parastatals.

Activity 4.3

How are the following national bodies involved in the provision of education in your school?

- the National Council on Education (if your country has one);
- the Planning Unit;
- the Ministry of Finance;
- the Curriculum Unit;
- the Inspectorate;
- the Exams Board.

15 minutes

Comments

The involvement of national governments in the provision of education takes many forms and might include the following:

1. In some countries there is a permanent council, a National Educational Advisory Council, made up of senior representatives from a range of departments and bodies involved in education, which helps to determine and establish policies and may guide the implementation of educational programmes.
2. A Planning Unit is likely to provide an analysis of educational data which may be used to determine the age for entering formal education, the duration of schooling at different levels, the location of schools, student enrolments, etc.
3. The Ministry of Finance will probably control the flow of government resources to education.
4. A Curriculum and Educational Research Institute may oversee curriculum developments and the evaluation of the educational processes and outputs.
5. An Inspectorate monitors for the government educational practices and standards in schools, and advises teachers, heads, managers and policy-makers on ways to improve.
6. An Exams Board provides appropriate forms of pupil assessment in an efficient and reliable way.

Since government intervention in the provision of education is normally through the Ministry of Education or through a national parastatal, you need to know, as a school head, the different bodies and agencies within the Ministry of Education which deal with the different policies and regulations affecting the operation of your school.

Relations with State, Regional or Provincial Authorities

Activity 4.4

(1) Consider each of the 15 items included in Fig 4 and indicate at which level – national, regional, district, school – the responsibility lies for its provision. Note that in some areas the responsibility may be shared.

15 minutes

(2) To what extent would you judge that dealing with matters at the regional, state or provincial level of educational authority is more beneficial for the efficient and effective operation of your school than with the central government? State your reasons.

15 minutes

Fig 4 Levels of responsibility

	NATIONAL	REGIONAL	DISTRICT	SCHOOL
1 Location of schools				
2 Size (enrolment) of schools				
3 Employment of teachers				
4 Posting, promotions of teachers				
5 Choice of curriculum				
6 Choice and purchase of textbooks				
7 Operation of exams				
8 Inspection of schools				
9 Appointment of board of governors				
10 Payment of teachers' salaries				
11 Budget allocation and control				
12 Organisation of Parent Teachers' Association				
13 School calendar				
14 School rules and regulations				
15 Educational management training				

Comments

Education administration is increasingly being decentralised in line with the decentralisation of public administration in most countries of the world. In countries with a federal type of government, but also in unitary states which are rather large or have a great diversity in their territories, the responsibility for formulating and implementing educational policies devolves to State, Regional or Provincial Authorities (or further, to district level). For example, standards for the type of physical facilities in schools, or the minimum and optimum numbers of students per class, may vary as amongst the states, regions or provinces within the same country.

Furthermore, funding for school operations may be provided both by central government through the Ministry of Education, by state, regional or provincial administrations as well as by district administrations. School heads should therefore be in a position to relate adequately with each level and type of educational authority.

The main argument for decentralising the management of education is to allow communities to decide what they want for themselves. Centralised systems may appear to promote fairness in the distribution of resources, but, in fact, the large bureaucracies which are created are often inefficient and slow to react to change and local needs. Decentralising does have problems in ensuring local accountability, otherwise the inefficiency of the centre may be replaced by local corruption. A lot of training in management skills is required to ensure that regional and local administrations are efficient and effective.

Relations with the District Education Authority

Activity 4.5

In what ways and to what extent would you say that in your system the district is the key level of authority influencing the ability of heads to manage their schools effectively?

20 minutes

Comments

The process of decentralisation of educational administration in many countries is according much more importance to the office of the District Education Officer. Very often it is the office of the District Education Officer which actually has to deal with issues affecting the implementation of educational programmes in schools. Generally speaking, the degree of decentralisation of functions from the centre to intermediate levels diminishes as one moves from the primary grade, through secondary, to the higher grades of education. At the primary school level, issues relating to planning and statistics, the management of teaching and supporting staff, the management of financing and budgeting, the management of facilities and equipment, the management of pedagogy and curricula and issues of school welfare, are dealt with at the municipal or district levels. At the secondary and higher levels of the educational system, most of these issues are dealt with at the state, regional or provincial levels. As a school head, you need to be aware of the distribution of these areas of authority and be skilled at relating to each appropriate authority.

Relations with the Inspectorate

Activity 4.6

Reflecting on the work of school inspectors in your school:

(1) Describe how inspectors may contribute towards the effective operations of your school.

10 minutes

(2) Suggest ways in which school inspectors could assist further to improve the effectiveness of your school.

10 minutes

(3) Would you say that inspectors should work to ensure minimum standards in all the schools in your country or to ensure the highest possible standards?

10 minutes

Comments

It is intended that the effectiveness of schools should be enhanced through the monitoring and evaluation activities of inspectors. For this reason, most countries have set up Inspectorate Units or Divisions and have charged them with the responsibility of conducting the periodic inspection of schools with a view to evaluating the quality of their work.

The function of the Inspectorate Unit is quite complex since it exists both to ensure the maintenance of minimum standards as well as the attainment of the highest possible standards in all schools. These include the following:

- standards of accommodation and equipment
- standards of teaching
- standards of achievement of pupils and students
- standards of management, discipline and the overall ethos of the school.

Given that the Inspectorate has this function to promote higher standards of operation in schools, it is essential for heads to maintain a close liaison with local inspectors so that they may be assisted in setting minimum standards and working for even higher standards in their schools.

Relations with other bodies involved in school management

The history of the development of education in Africa shows clearly that the Christian missionary churches and Islamic organisations played pioneering roles in establishing schools in most Sub-Saharan African countries. As a result of this, there are still many schools and institutions at all levels which are managed by these bodies.

In some countries religious bodies are involved in recruiting teachers for the schools they established even though the teachers' salaries are paid by government. In addition, they may provide other resources, including buildings, furniture and other physical facilities.

For the above reasons, school heads, particularly if they happen to be working in a school with religious affiliations, must relate with the education authorities of the religious body concerned and be conversant with their present and past roles in the provision of education.

In more recent times local communities have fulfilled a similar function. We consider their role in school governance in the next unit, Unit 5.

Summary

In this unit we have examined the relations which the school head needs to establish with the different agencies which play some part in the governance of schools.

The role of the Ministry of Education in setting standards and norms for school operations has been explained and the different levels of educational administration have been identified. The reasons why the school head should relate to the units in the Ministry of Education have been stressed.

The relationships of the school head with Regional, State or Provincial Authorities as well as the District Education Authorities, and the functions each performs have been clarified.

The role of the Inspectorate Unit in promoting both the minimum and the best standards in teaching and learning, as well as the overall management and ethos in schools, has also been emphasised.

Lastly, the need for heads of schools with religious affiliations to relate with the religious authorities, has been identified.

UNIT

Partners in School Management

5

Introduction

The rapid expansion of student enrolments in most African countries since the attainment of political independence, coupled with inadequate resources to cope with the ever-increasing demand for educational provision, has made school management a much more complex and difficult enterprise now than a few decades ago. To ensure effective and successful management, the school head must not only be innovative, resourceful and dynamic, but also able to interact well with people both within and outside the school – staff and pupils, parents, members of the Parent-Teacher Association and many other members of the community – all of whom need to be brought, in some way or other, into decision-making processes.

In other words, for the purpose of achieving success as a manager, the head must create an environment for 'participatory democracy' in the running of the school.

In this unit, we shall examine the roles that each of the various partners must play in order to enhance the effective and purposeful management of the school.

Individual study time: 10 hours

Learning outcomes

By the end of this unit you should be able to:

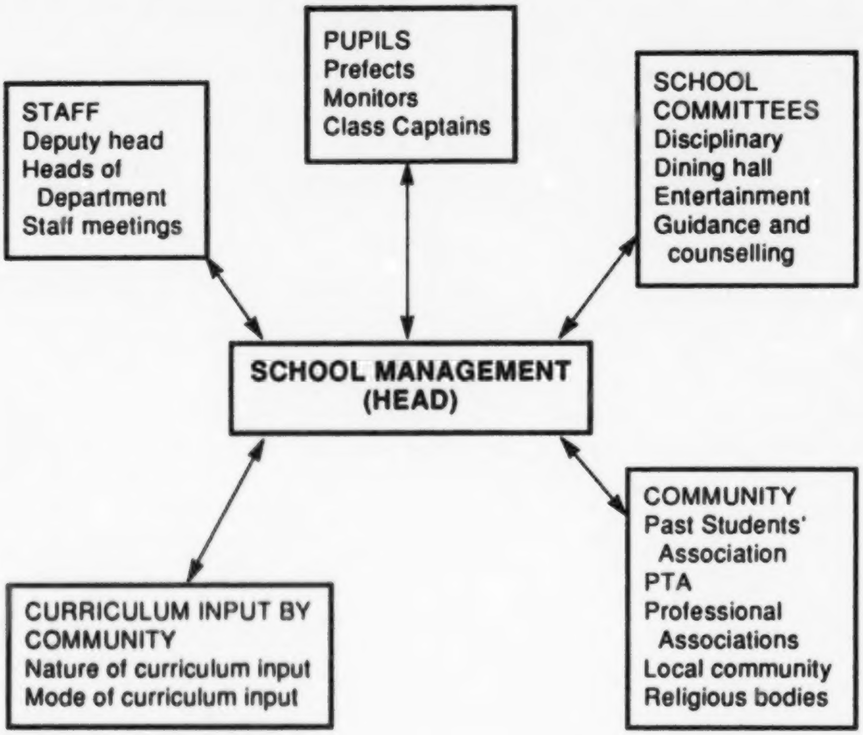
- identify the role of the staff in school management
- demonstrate how students may participate in decision-making processes
- explain the purpose of school committees
- demonstrate how school and community relations may affect the quality of school management
- describe how the community may contribute to the school curriculum.

A summary of the partners and partnerships involved in school management is given in Fig 5.

The role of staff in school management

The more opportunities are given to members of your staff to participate in school management, the greater is likely to be their sense of commitment and ownership of school programmes.

Fig 5 Partners in school management


PUPILS
Prefects
Monitors
Class Captains
STAFF
Deputy head
Heads of Department
Staff meetings
SCHOOL COMMITTEES
Disciplinary
Dining hall
Entertainment
Guidance and counselling
SCHOOL MANAGEMENT (HEAD)
COMMUNITY
Past Students' Association
PTA
Professional Associations
Local community
Religious bodies
CURRICULUM INPUT BY COMMUNITY
Nature of curriculum input
Mode of curriculum input

Activity 5.1

(1) Identify the various duty posts for teachers in your school.

(2) Describe the responsibilities and duties attached to each of the posts you have identified in (1) above.

30 minutes

Note: if you want to learn more about how to write a job description refer to Unit 4 in Module 1, *Self-Development for Educational Managers*.

Comments

The duty posts for teachers which you have identified probably included the deputy or assistant head, academic heads of department as well as house staff – where you run a boarding system. The following might have been included in the list of duties and responsibilities you identified:

Deputy/assistant head: Clearly the deputy or assistant head has a major role to play in supporting the head in every aspect of school life and standing in for the head whenever required. Deputy heads are usually given responsibility for academic matters, including for example, timetabling, examinations and report writing. The working relationship between the head and deputy is critical for the success of a school.

Academic heads of department: One important area of school management where the head must involve the staff and delegate some authority and responsibilities is the organisation of academic departments. The head must recommend the appointment of heads of departments from among those staff who show the most initiative and hard work, and get the best results. Note that in some countries all promotions are done on the basis of advertising posts, making applications, the receipt of appraisal and referees' reports, short-listing and interviews, whilst in others it is more simply done on the basis of seniority.

The specific duties of heads of academic departments include making recommendations for staff appointments; sitting on interview panels for the appointment of staff to their own and other departments; and involving staff in decision-making processes through regular departmental meetings. Other responsibilities are to ensure an adequate supply of relevant textbooks, laboratory and workshop equipment and other teaching and learning materials, as well as supervising the work of other teachers.

House staff: Where a school has boarding facilities, the role of senior housemasters or housemistresses, together with other house staff is crucial in the organisation of the domestic life of pupils, in their welfare and in the maintenance of discipline. The responsibilities of the house staff include giving written permission to enable pupils to leave school, organising periodic roll-calls, ensuring that sick pupils receive medical attention, assisting pupil office-bearers such as house prefects to discharge their responsibilities, and organising periodic house inspections.

Other duty posts and attached responsibilities are:

Form or class teacher: This position is found mainly in secondary schools where, because each class is taught by a teacher who is a specialist in his or her own field, a form teacher is appointed for each class to look after the welfare and academic progress of the pupils.

Guidance and counselling teacher: This teacher, who should have specialist training, co-ordinates and offers guidance and counselling services to pupils.

Teachers in charge of clubs and societies: To guide and advise pupils on the running and operation of their clubs and societies, teachers are appointed as patrons.

Pupil participation in school management

Pupils are in closer touch with each other through peer interaction than the staff are with them, especially in a boarding system. No school can succeed without involving pupils in some of the decision-making processes and even in the general management of the school.

Activity 5.2

(1) Should pupils be involved in the way their school is managed because they demand it, because it is their right, or because it might be good for the school? Which view do you support and why?

10 minutes

(2) Identify and describe some of the areas where you think pupil involvement in the management of your school has helped to make it better.

10 minutes

(3) Identify three areas in which you think your pupils could be more actively involved in aspects of school management.

10 minutes

Comments

Some of the ways in which pupils are involved in decision-making and the management of the school are through:

- the prefectorial system
- the monitorial system
- class captains.

The prefectorial system

The prefectorial system, which is as old as the formal school system itself, is perhaps the most potent tool for pupil participation in school management.

The head must ensure that there is an active prefects' council not only to serve as a link between the pupil body and the school management, but also to perform specific functions. The common prefectorial positions include house and dining hall prefects (in boarding schools), an entertainment prefect, a sports and games prefect, a library prefect, a dispensary prefect, etc.

The monitorial system

The monitorial system is a device to provide support for the prefectorial system, and it is especially useful in boarding schools. Monitors may be appointed to perform specific duties in the boarding houses, to serve as dormitory overseers or to assist house prefects in the organisation of games and sports at house level, or the supervision of activities in areas like gardening and environmental protection.

Class captains

Class captains (sometimes designated class prefects) are usually appointed to help the school management ensure class attendance and set standards of behaviour. They may make reports to the appropriate school authority on non-attendance at classes by both staff and pupils. They may also ensure the availability of teaching materials especially chalk, and supervise cleaning duties.

Other areas of pupil participation

Pupil participation in decision-making is also desirable in the field of co-curricular activities; in the organisation of clubs and societies. Although members of staff need to be appointed to serve as patrons of clubs, societies and associations in the school, as far as possible their day-to-day organisation should be left in the hands of the pupils themselves, with their own leaders and officers to liaise with the patrons for guidance.

In summary:

1. Pupils **want** to be involved because they want to participate in making their school good.
2. Pupils **need** to be involved in order to learn important life-skills of living and participating in their community and larger society.
3. Pupils **have** to be involved because heads and their staff cannot manage a school without them.

School committees

A system of committees is an important key to participative management. It is important that the range of committees covers every aspect of school life and that they are well managed. Much time can be lost and participants can be demotivated through an inefficient system of committees. Refer to Unit 7 in Module 3, *Personnel Management*.

Activity 5.3

(1) List all the committees in your school.

10 minutes

(2) For each committee describe:
- the composition of its membership, and
- its functions.

20 minutes

(3) Suggest three ways in which you think the committee system in your school could be improved.

10 minutes

Comments

The day-to-day management of a school, as well as the longer term management of change, depends to quite a large extent upon an effective system of committees. Pupils should be included as members because there are numerous issues which directly affect their personal well-being or welfare, such as discipline, catering and entertainment.

School committees might include:

- Academic committee
- Disciplinary committee
- Catering committee
- Co-curricular activities committee
- Welfare committee.

School and community relations

One of the ingredients for effective school governance is good public relations. In effect, school management involves relationships and communication with the community, since the school is a community within the larger community (the village and district), and the wider society (province, state and nation).

The concept of a community-based school has been variously interpreted. To some, it means the provision by the community of the land and buildings, or of support services and items that directly or indirectly enhance the teaching/learning process and which may be otherwise unavailable or in short supply; others see in it an opportunity to gain control of the management of a school; whilst others see it as a means of utilising the resources of the school to the full, for the benefit of all those within the community. Thus community relations can be very complex depending on whether you see the community as giving resources, using resources or controlling resources.

The concept of community

The word community may refer to a group of people living in one place or locality such as a village or town, or it may refer to a group of persons having the same or similar interests.

Thus, we may have a church or religious sect community; a racial or ethnic community; an occupational or professional group such as a university community or a fishing community, or a social or common interest group such as a Society for the Blind, a Parent-Teacher Association, or a Past Students' Association.

Communities are naturally interested in their own well-being and survival, and so have a keen interest in their offspring or new recruits. Hence, they attempt to hand on the knowledge, values and skills which are special to their group. The school is the main institution for the transmission and acquisition of the knowledge, values and skills, and thus it might be regarded as the most important asset of any community. Thus it is quite natural that we should expect close links between schools and their communities.

Activity 5.4

(1) Consider your own school and the local community and list down the community groups which contribute in one way or another to the operations of the school.

10 minutes

(2) Can you suggest whether the intention of each group is to give, to use or to control?

10 minutes

Comments

The community groups and organisations which often have close links with schools and which contribute to their progress include:

- Parent-Teacher Associations
- Past Students' Associations
- Professional or Teachers' Associations
- local community groups such as Town Development Committees or welfare societies
- religious bodies.

Sometimes community groups may appear to exist to support and contribute to a school, whereas, in fact, their main effect is to attempt to control. The members of all groups need to be made aware by the school head of the limits of their association with a school.

In the next section let us consider some examples of how different community groups may relate to schools.

The Parent-Teacher Association (PTA)

Activity 5.5

Based on your interaction with your school PTA and from your own perception:

(1) What do you think are the major functions of your PTA?

(2) What other things might the PTA be able to do to assist your school?

20 minutes

Comments

The need for co-operation between a school and its teachers on the one hand, and homes and parents on the other, cannot be over-emphasised. This co-operation is not only likely to be beneficial to the school, but is also absolutely essential to the welfare of pupils. In bringing the home and the school together, the PTA may assist in identifying pupils' needs and in finding solutions. For example, problems of attendance amd drop-outs may be shared. The PTA may provide a forum where the head and the staff may explain school programmes, gain the support of parents, and thus help to ensure their success. Very often the PTA is an important source of financial and material support essential for the development of the school. Similarly, it can be a source of resource persons to help in a wide variety of school projects, from providing a football referee to advice on farming and gardening.

Past or Old Students' Association (PSA)

Activity 5.6

(1) What, if any, contributions has the Past Students' Association made towards the development of your school in the past year?

10 minutes

(2) Has there ever been any sign of the PSA seeking control over any aspect of the management of your school? If so, what did you do about it?

10 minutes

Comments

Past Students' Associations may be organised locally, or at national level with branches if the school is large enough to command a national constituency.

Past Students' Associations have a potential which may be tapped in contributions towards the financial and material upkeep and development of their alma mater. With their concern for the maintenance of high academic standards and discipline, Past Students' Associations may assist immensely in building and maintaining good schools and sustaining tradition.

Conversely, past students may still live in the past, when, for example, the total school roll was much smaller and the per capita funds available were much greater. They may exert undue pressure over such matters as pupil admissions or even over the appointment of a new head. As with other groups, such pressures must be resisted, and the limits of their contributions to their old school agreed.

Professional Teachers' Associations

Activity 5.7

(1) List the various Teachers' Associations of which you and your teachers are members.

(2) In what ways have these Teachers' Associations been of assistance to the work of your school?

25 minutes

Comments

Another important link which every school should seek to forge is with Professional Teachers' Associations, such as teachers' and heads' organisations, and subject associations. In addition to promoting and enhancing the status of their members, these associations may provide regular and valued sources of professional advice. Their relations with, and representations on, committees and commissions relating to education, may place them in an advantageous position to influence decisions affecting education nationally. These associations may also run in-service courses and write textbooks and teachers' manuals in support of their professional development.

The local community

Activity 5.8

(1) List the names of the local community groups and organisations which either support the work of your school or use its resources.

10 minutes

(2) State the nature of the support each group gives to your school, or the resources it uses. (Are they charged for these?)

10 minutes

Comments

The local community, comprising chiefs, local dignitaries, youth organisations, welfare groups, town or village development committees and the local people may influence a school in diverse ways. Parents and the general public have varying degrees of expectation of the role the school should play in the community's life; they expect their wards to develop certain qualities for the improvement of their lives and that of the community. The desire and willingness of local communities or associations to support schools materially and financially has been demonstrated throughout Africa and has been one of the main factors in the expansion and development of education. The head should, therefore, develop and maintain satisfactory relations with and within the community.

Religious bodies

Activity 5.9

(1) How, if at all, is your school linked with any religious body or bodies?

(2) Describe the extent to which these links are of practical value to the school today, and whether they should be extended, maintained or reduced.

20 minutes

Comments

Religious organisations have for many years been involved in the management of schools. They established the first schools and provided them with the materials required for teaching and learning. Schools established by such religious bodies nearly always have close links with them, sometimes through representation on their boards of governors or management committee, but in some cases through direct control. The extent to which such relationships are beneficial, or are allowed or encouraged, varies considerably between countries.

Possible areas of conflict

This section may be studied in conjunction with Unit 8 'The Management of Change' in Module 2, *Principles of Educational Management*.

Activity 5.10

Reflecting on your experience of the relationships between your school and the community, state some of the factors which are likely to bring about conflict between the school management and the community as a whole or with particular interest groups.

30 minutes

Comments

In the last section we identified some of the ways a conflict of interest may arise between the head of a school and the community. In summary, some of these factors are:

- problems associated with bringing about change
- parochialism
- external pressures
- rivalry between groups within the community
- the background of teachers
- the rights of teachers.

Three case studies are included here to illustrate the potential nature of conflicts and for you to suggest possible solutions.

Case study 1

Film shows

On arrival at her new school as head, Mrs Okafor found that the behaviour of the children was really bad. A fortnight later a member of the school management committee came to her office and requested her assistance in stopping the children from attending film shows at night. On investigation, Mrs Okafor found that the complaint was justified. Firstly, some children were found at the film shows almost every night of the week. Secondly, parents had been giving money to their children for them to attend the night shows.

There was, however, a complication. The owner of the film theatre had for a long time been a generous supporter of the school and there was still an urgent need for funds.

Discussion

(1) What are the issues in this case?

(2) How should Mrs Okafor resolve the situation? *30 minutes*

Problems associated with bringing about change

The head of a school is quite likely to face hostile attitudes or indifference to the changes he or she perceives as worthwhile and may wish to introduce. Resistance may come from any quarter; groups may combine to thwart the efforts of the head or may set up in opposition to each other. Such situations call for tactfulness and mature judgement, but perhaps above all, for participation in the change process so that all may develop a sense of ownership and call the change their own. The head's resistance or failure to involve others may well encourage some to try to undermine his or her administration.

Parochialism

There is the unfortunate impression sometimes created in the minds of local communities that government schools established in their areas belong entirely to them. This leads to undue interference by chiefs, local dignitaries, opinion leaders, youth associations and so on in the work of the school head. These individuals or groups may exert pressures in various ways on the school and they may become critics who fan local sentiments against the head and use the opportunity to undermine and replace him/her with a local favourite.

Such situations might be very difficult to handle. Where you have the support from senior line managers, such as the District Education Officer, it may be necessary to meet these critics head-on. If you can demonstrate your professionalism, in particular that you have the interests of your staff and students as a first priority, then your position should be safeguarded.

External pressures

Obtaining donations not only necessitates regular and good relations with the PTA or the Past Students' Association, but may also mean that the local community may expect favours in return. Members of the local community may seek special favours in the award of contracts, in the use of school facilities such as transport, in the admission of unqualified students or in the employment of relatives.

Dealing with those who seek special favours is always difficult. A degree of flexibility is essential, but too much favouritism will lead to breaking the law. Where clear rules and procedures are laid down, then heads can use these as a defence against those who seek to place undue pressure.

Rivalry between groups within communities

Conflicts arising out of ethnic interests within the community, or between communities in the siting or control of schools, or resulting from land disputes, can adversely affect the operation of a school. Communities may be even further divided by religion; where a religious group manages to have a school established in a thinly populated area, an unviable school with low enrolments may be created. The rivalries within communities which may result can adversely affect school management.

Case study 2

Communities in conflict

Sigi school serves two separate communities which are constantly opposed to each other. In village politics, religion and social activities they hold opposing views. When one party is helping the head, the other engages in continuous criticism and sometimes bitter opposition. The problem is not helped by the fact that the staff is also divided on ethnic grounds, while the pupils simply reflect the attitudes of their parents. Mr Solon, the school head, although a member of the dominant community, is nevertheless concerned to bring about a reconciliation of interests.

Discussion

What lines of action (both positive and negative) are open to Mr Solon?

30 minutes

Intra-communal conflicts occurring in the community within which a school is located, can only be solved by community leaders and politicians, and not by school heads and their staff alone. It is worth remembering that, no matter who we are, we are members of some minority group. Treating others (i.e. members of other groups) as we, ourselves, would be treated should be a basic rule followed by us all.

Background of teachers

The background of teachers in a school may be yet another obstacle to school-community integration. The teachers from other areas may well be respected but are likely to be regarded as outsiders, and they are handicapped when they try to build close links between their schools and the community. As we have mentioned earlier, in certain institutions and by tradition, the head who is not a past student may have conflicts with some sections of the community of past students.

Some prejudice against outsiders exists almost everywhere, except, perhaps in the most cosmopolitan areas, but it must be resisted, and the head of a school can play a significant part in helping to overcome it.

Rights of teachers

Many partners in the education enterprise are not conversant with the service conditions of teachers. Consequently, certain influential elements within the community sometimes resort to steps which infringe upon the professional rights of the head and the staff. Some may even go to the extent of literally dictating to the head and trying to direct the day-to-day management of the school.

Case study 3

The politician

A school committee member is a well-to-do person who involves himself in active politics. He has relations holding key posts in the Ministry. Without the knowledge of the head, the committee member reprimands a staff member of the school and writes to one of his Ministry contacts suggesting that the teacher be transferred to another school.

The teacher concerned feels that this is improper and unprofessional. He maintains that only the head who is his immediate superior officer has the power to do such a thing. He therefore approaches the head, who then becomes aware of the situation for the first time. The head is anxious to avoid the transfer and replacement of the teacher particularly since an examination class is involved and the examinations are a few weeks away. She realises, however, that the committee member could be difficult to oppose.

Discussion

What strategies would you suggest the head employs in order to retain the teacher?

30 minutes

The head must, therefore, be knowledgeable about service conditions and the law with regard to the rights of teachers and be confident in expressing these rights in order to educate the community on relevant issues and to be able to avert such situations.

Promoting good school-community relationships

As we have emphasised through this unit, no school exists in isolation from the community and the society of which it should be an integral part. The quality of the school environment includes the quality of its relationships with the community.

An important management function of the head, therefore, is to maintain a strong positive working relationship between the school and the community for effective school management.

Activity 5.11

(1) Consider the relationship of your school with its community and provide answers to the following:

In what ways does your school try to identify itself with the life of the local community?

Do you, and if so, how do you, interest the community in what goes on in the school?

In what ways does the local community benefit from the presence of your school?

What is the state of the relationship between the school and the local community – a happy one or an estranged one?

20 minutes

(2) In conjunction with your staff, identify three proposals for the next school year as to how your school-community relations could be developed.

30 minutes

Comments

Some of the ideas for promoting good school-community relationships which you may have included in your proposals are as follows:

1 Encourage participation by the pupils of the school in the social, economic and cultural life of the community.
2 Make some school facilities and resources available to the community for educational and social purposes.
3 Supply important information about the school to the public.
4 Maintain regular contact with some outside institutions and educational bodies that may be of mutual benefit.
5 Ensure that the head and staff are more tactful, considerate, sympathetic but frank, on what they can do with respect to requests from the public.
6 Encourage the head, staff and pupils to receive and attend to all visitors politely and as helpfully as may be possible.
7 Occasionally invite local dignitaries from each interest group to share in the life of the school for example, during speech and prize-giving or open days, sporting activities, and staff parties.
8 Ensure that the head does not take sides in local politics but is neutral and impartial, and firm in following service regulations and the law.

The community and the school curriculum

The resources within each school and within each community and the environment around are the main sources of learning and development for the children we teach, particularly those who are drawn from the locality and to which they return at the end of the day. It is therefore necessary for the school curriculum to utilise these resources to the fullest extent.

On page 34 we considered different perceptions of what a community is. Here let us briefly consider what we mean by curriculum.

The curriculum

The term curriculum is often used just to denote the subjects taught in the school or an outline of a course of study. In recent times, it has been used in a broader sense to refer to the whole life and programme arranged by a school for directing the interests and abilities of the children towards effective participation in the life of a community and a nation. It is considered, in fact, to be everything that transpires in the course of planning, teaching and learning by a school. In other words, it may be seen as the sum total of all the experiences the learner undergoes, for which the school accepts responsibility.

Refer to Module 4, *Managing the Curriculum and Resources,* for more information and discussion.

The need for community input

Activity 5.12

Reflecting on the nature of your school and its curriculum, identify as many reasons as you can why the community should make an input into your school curriculum. *20 minutes*

Comments

Check to see to what extent your answers correspond to the following reasons:

1 Since education involves the transmission of the knowledge, culture, attitudes and skills of a people to the next generation it is appropriate for the community to make an input into the curriculum in order to achieve this.
2 Through community participation in the work of the school, parents may become more interested in the things their children are doing; this may help to reduce levels at which children drop-out of school.
3 Since many school leavers will stay within the community to be active participants in its social, economic, cultural and political life, the community should be shown how to make an input into the curriculum that may assist in preparing pupils for adult life.
4 Resource persons abound in any local community, particularly in such areas as vocational skills, local history and cultural practices and business and commercial skills, and these must be made use of by the school.
5 Community input into the school curriculum may help to ensure that desirable attitudes are developed in pupils.

Ways in which the community may contribute

Activity 5.13

(1) Considering the curriculum in your school, identify as many ways as possible in which the community is contributing to the school curriculum.

10 minutes

(2) In conjunction with your staff identify three ways in which, in the coming school year, you may be able to improve the community input to the curriculum.

20 minutes

Comments

Some of the ways in which your local community may already be contributing to your school curriculum may include:

1 Experienced and knowledgeable individuals within the community may be invited from time to time to talk about local history, geography, culture and religious practices: such studies may cover the role of chiefs and the importance of chieftaincy as an institution, linguists and musicians.
2 The community under the leadership of the local chief may have donated land for school buildings and a school farm.
3 The community may, through voluntary contributions in the form of funds and materials and by providing labour, have assisted the school in constructing and maintaining teaching facilities such as classrooms, laboratories, workshops and teachers' houses. The harambee movement in Kenya indicates how vigorous local communities may provide facilities for their school.

4 As is amply demonstrated in Tanzania a community school committee may help to design the school curriculum, at least in respect of local studies which are built into and around the national core curriculum. Such studies might include contributions by technical experts and professionals, such as commercial farmers, doctors, accountants and businessmen.

5 Local skilled craftsmen may have been invited to give demonstrations and training in practical production activities in the school, for example, in furniture making, car maintenance, pottery, weaving and building.

Summary

In this unit we have examined a wide range of issues affecting school governance which affect the quality of school management. The point has been made that effective school management can be achieved only through a strong partnership between heads and their staff and pupils, and a number of groups both within and outside the local school community, including other sections of the Ministry of Education.

Improving Education Management

Better management in schools and in education systems has been given higher priority since the Jomtien conference on education quality. Most of the following publications originate from the Commonwealth Secretariat, or from the Donors to African Education Working Group on the Teaching Profession, led by the Commonwealth Secretariat.

BLOOMER, K (1991) *Decentralising the Education System*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Building a School Management Development Programme*, London, Commonwealth Secretariat.

Commonwealth Secretariat (1992) *Headteacher Training and Support Programme for Africa*, Reports of three Commonwealth Secretariat/Unesco/SIDA/GTZ regional workshops in Kenya (April 1992), Nigeria (June 1992) and Botswana (March 1993), London, Commonwealth Secretariat.

Commonwealth Secretariat and the World Bank (1991) *Priorities for Improving Teacher Management and Support in Sub-Saharan Africa: An Agenda for the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Summary Report of the Fifth Meeting of the Donors to African Education Working Group on the Teaching Profession*, London, Commonwealth Secretariat.

Donors to African Education Working Group on the Teaching Profession (1991) *Country Action [illegible] Programme*, London, Commonwealth Secretariat.

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COOMBE, C (1992) *Better Schools: Improving Teacher Management in Africa*, Paper prepared for the Regional Conference of the Commonwealth Council for Educational Administration, Hong Kong, August 1992, London, Commonwealth Secretariat.

DADEY, A AND HARBER, C (1991) *Training and Professional Support for Headship in Africa*, London, Commonwealth Secretariat.

HALLIDAY, I (1989) *Personnel Information Records and Management Procedures in the National Education System: Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

HALLIDAY, I (1991) *Good Registry Practices*, London, Commonwealth Secretariat.

HALLIDAY, I (1992) *Why Delegate? A Resource Book for Educational Administrators*, London, Commonwealth Secretariat.

MCNIE, B, WHITE, R AND WIGHT, J (1991) *Headteacher Management Training and the Development of Support Materials*, London, Commonwealth Secretariat.

VALERIEN, J (1991) *La Gestion Administrative et Pedagogique des Ecoles: Guide pour les Directeurs et Directrices d'Ecole*, Paris, Unesco.

Publications are available from:
Education Programme
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX